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CITY OF VALLEJO
HOUSING ELEMENT

ADOPTED JULY 24, 1990
RESOLUTION NO. 90-455 N.C.

REVISED JUNE 23, 1992
RESOLUTION NO. 92-330 N.C.



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RESOLUTION NO. 92-330 N.C.

BE IT RESOLVED by the Council of the City of Vallejo as follows:

WHEREAS, Section 65300 et seq. of the Government Code of the State of California requires cities, including chartered cities, to adopt a comprehensive, long term General Plan for the physical development of the city; and

WHEREAS, the General Plan is required to contain seven mandatory elements, including a Housing Element; and

WHEREAS, Section 65580 et seq. defines the policy, intent, content and deadline for the Housing Element, and specifies that revisions must be completed by July 1, 1992; and

WHEREAS, the City has made various changes to the 1990 Housing Element, which clarify the City's intent to provide housing for its citizens, but do not substantially change the element; therefore the environmental impacts are adequately described in the 1990 environmental analysis and adopted Negative Declaration; and

WHEREAS, the State of California, Department of Housing and Community Development has reviewed the 1992 Draft Housing Element and has issued a statement that it is in substantial compliance with State Law; and

WHEREAS, the Planning Commission did on June 15, 1992 hold a public hearing to consider the Revised Housing Element wherein all interested parties were given the opportunity to be heard, and voted unanimously to recommend that the City Council adopt the Revised Housing Element; and

WHEREAS, the City Council did on June 23 hold a public hearing according to law, to consider said Housing Element, and all interested parties were given the opportunity to be heard; now, therefore

BE IT RESOLVED, that the City Council does hereby adopt the Revised Housing Element; and

BE IT FURTHER RESOLVED, that the City Council does hereby direct the City Clerk to notify the State of California, Department of Housing and Community Development that the Housing Element that they reviewed and approved has been adopted.

ADOPTED by the Council of the City of Vallejo at a regular meeting held on June 23, 1992, by the following vote:

AYES: Councilmembers Boschee, Hicks, Higgins, Intintoli, Kay and Villanueva

NOES: None

ABSENT: Councilmember Exline, excused

/s/Anthony J. Intintoli, Jr.
ANTHONY J. INTINTOLI, JR., MAYOR

ATTEST: /s/Allison Villarante
ALLISON VILLARANTE, CITY CLERK

PLRS015

RESOLUTION NO. 90-455 N.C.

BE IT RESOLVED by the Council of the City of Vallejo as follows:

WHEREAS, Section 65300 of the Government Code of the State of California requires cities, including chartered cities, to adopt a comprehensive, long-term General Plan for the physical development of the City; and

WHEREAS, the General Plan is required to contain seven mandatory elements, including a Housing Element; and

WHEREAS, Section 65580 et seq. defines the policy, intent, content, and deadline for completing the revisions to the Housing Element; and

WHEREAS, the City, assisted by the firms of Sedway and Associates and ERC Environmental and Energy Services Company, has prepared a draft updated housing Element and a Negative Declaration for the element; and

WHEREAS, the draft Housing Element and Negative Declaration was sent to the State Department of Housing and Community Development, various City Commissions, and made available to the public for review and comment in accordance with all relevant laws; and

WHEREAS, the Draft Housing Element and Negative Declaration has been revised as appropriate, to address the identified concerns; and

WHEREAS, the Planning Commission did on June 4, 1990 hold a public hearing to consider the Housing Element and Negative Declaration, and did by a vote of 6-0, with one member absent, vote to recommend that the City Council adopt the updated Housing Element and Negative Declaration; and

WHEREAS, the City Council did on June 12, 1990 hold a public hearing according to law, to consider said Housing Element and Negative Declaration, and all interested parties were given the opportunity to be heard; and the City Council did direct staff to make further revisions to the Draft Housing Element and Negative Declaration; and

WHEREAS, the Planning Commission did on July 16, 1990, review the Revised Draft Housing Element and Negative Declaration and by a vote of 6-0, with one member absent, voted to recommend that the City Council approve the Negative Declaration and adopt the Revised Housing Element; and

WHEREAS, the City Council did on July 24, 1990 hold a public hearing according to law, to consider said Housing Element and

Negative Declaration, and all interested parties were given the opportunity to be heard; now, therefore

BE IT RESOLVED, that the City Council does hereby adopt the Negative Declaration and the updated Housing Element.

BE IT FURTHER RESOLVED, that the City Council does hereby direct the City Clerk to submit a copy of the adopted Housing Element to the State of California Department of Housing and Community Development as required by Section 65588 of the Government Code.

ADOPTED by the Council of the City of Vallejo at a regular meeting held on July 24, 1990, by the following vote:

AYES: Councilmembers Boschee, Exline, Higgins, Hoffman, Intintoli, Kay, and Villanueva

NOES: None

ABSENT: None

ANTHONY J. INTINTOLI, JR., MAYOR

ATTEST:

MILDRED R. WATSON, CITY CLERK

plrs711

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I. INTRODUCTION AND PURPOSE

Purpose

Housing elements are one of the seven elements of the General Plan every California city and county is required by State statute to prepare. The housing, land use and circulation elements form the heart of a community strategy to assure orderly growth and provide housing for all economic segments.

The California Department of Housing and Community Development (HCD) set forth guidelines in 1977 which govern what must be included in housing elements. The regulations covering what constitutes an acceptable housing element have been frequently updated and expanded since the legislation was first enacted. Most generally, the State requires that the housing element contents include "an identification and analysis of existing and projected housing needs and a statement of goals, policies, qualified objectives, and scheduled programs for the preservation, improvement and development of housing." To maintain up-to-date and relevant goals and policies, HCD requires that all housing elements be updated not less than every five years. For cities in the nine Bay Area Counties, state law requires that the housing element update occur by July 1, 1990.

This updated housing element has been designed to meet the State of California Housing Element Law (Article 10.6 of the Government Code). It replaces the previous housing element which was adopted in 1984. The housing goals outlined in the previous housing element remain essentially the same, although the programs have been modified to better meet the City's current and projected housing needs.

Citizen Participation

Citizen involvement in the housing element update involved a scoping session at the commencement of the updating process in which written comments were solicited. To ensure that all economic segments of the community were involved, the meeting was advertised in the local newspaper, and a letter of invitation was sent to all homeowners associations, as well as Planning Commissions, City Council members, and other commissions. The draft housing element was made available by mailing to local community groups, church groups, the Board of Realtors, local developers, and other key community members. Also, a notice was placed on local community boards. In addition, three widely-publicized public hearings were held. The consultant was present at all meetings to respond to questions from local citizens as well as public officials. The community input obtained through the extensive public hearing process was most beneficial and appreciated.

II. GENERAL DEMOGRAPHIC AND EMPLOYMENT CHARACTERISTICS

Population Characteristics

Over the last decade, Solano County has been one of the population and employment growth centers in the San Francisco Bay Area. This is largely attributable to the County's strategic location at the northeastern edge of the San Francisco Bay and its proximity to the fast growing Sacramento area. Because the County offers an affordable housing stock and a relatively large amount of vacant, affordable land, this trend is forecast to continue over the next five-year period. As indicated in Table 1, the County's population is forecast to increase by 16 percent between 1990 and 1995, to about 380,000.

Growth in the City of Vallejo is slightly less than that forecast in the County. ABAG projects the City's population will grow from 108,600 in 1990, to 120,400 in 1995, an increase of 11 percent. This growth rate is well in excess of the 5.7 percent population growth forecast for the nine-county San Francisco Bay region over the same period. While Vallejo is projected to grow at a faster pace than the region, the inventory of readily developable residential land is likely to be depleted within the next eight to ten years. Beyond the mid-1990's, Vallejo's population growth is expected to be nominal. In contrast, between 1995 and 2005, the County as a whole is projected to increase by 20 percent.

Vallejo is expected to add 6,000 new households between 1990 and 1995. This 15 percent increase is somewhat less than the 18 percent growth in the number of households projected for the County. The more rapid rate of household growth compared to population growth is reflective of a general demographic trend toward increased rates of household formation. That is, with higher divorce rates and more single-person households, more housing units are needed to house the same size population. As shown on Table 1, the average household size in Vallejo is 2.64 persons compared to 2.76 averaged countywide. Between 1990 and 1995, household sizes in Vallejo are projected to decrease to 2.6, with the Countywide average declining to 2.73. This is due to a maturing population, smaller families, and increasing numbers of single-headed households.

Employment Trends

Solano County expects to gain 21,000 new jobs between 1990 and 1995, an increase of 17 percent. Of these, an estimated 4,200 will be in Vallejo, representing a 10 percent increase over the current employment base of 42,680. By far the largest employer in the City is the Mare Island Naval Shipyard, located directly west of the City center across the Napa River. This major Federal facility employs an estimated 13,850 individuals, of whom about 9,300 are

TABLE 1
VALLEJO AND SOLANO COUNTY
DEMOGRAPHIC PROFILE

Demographic Characteristics	VALLEJO (1)			SOLANO COUNTY		
	1990	1995	% Change	1990	1995	% Change
POPULATION	108,600	120,400	10.9%	326,200	379,300	16.3%
EMPLOYED RESIDENTS	53,600	64,000	19.4%	154,000	187,200	21.6%
EMPLOYMENT	42,680	46,870	9.8%	120,230	141,300	17.5%
NET JOB OUTFLOW	10,920	17,130	56.9%	33,770	45,900	35.9%
% JOB OUTFLOW	20.4%	26.8%	31.4%	21.9%	24.5%	11.8%
HOUSEHOLDS	39,980	45,050	12.7%	112,710	133,260	18.2%
HOUSEHOLD SIZE	2.6	2.6	n/a	2.8	2.7	n/a
MEAN HOUSEHOLD INCOME (2)	\$34,000	\$36,500	7.4%	\$37,200	\$39,500	6.2%

(1) Data includes all incorporated and unincorporated areas within the Vallejo Sphere of Influence.

(2) Income is expressed in constant 1988 dollars.

Source: ABAG Projections 1990; Sedway & Associates, November 1989.

civilians¹. In addition to the jobs generated directly by Mare Island, the Shipyard is associated with numerous private ancillary businesses within Vallejo. A recent decision to reduce the number of civilian employees at the Mare Island Shipyard will temporarily negatively impact the local economy. A significant contributor to the City's image and economic base is Marine World Africa U.S.A., which relocated to Vallejo from Redwood City in 1986. This large wildlife attraction brings an estimated 1.3 million visitors annually, and employs approximately 1,200 during its peak season.

The City's economy has diversified during the last ten years in large part because of City policies to encourage job growth in new sectors such as industrial, retail services and tourism. The greatest percentage increase in employment between 1990 and 2005 (230 percent) is forecast for manufacturing and wholesale². Employment in these categories is expected to add 3,290 new jobs. During this same period, retail employment is expected to contribute 2,300 new jobs (36 percent increase) and services 4,230 (38 percent increase).

In spite of the local growth in employment, the number of Vallejo residents that commute to work outside the City has been increasing at a rapid rate. Between 1990 and 1995, the net outflow of jobs, or deficit of employment is projected to increase from 20 to 27 percent. This notable change is attributable to the increasing desirability of Vallejo by residents employed in San Francisco, Oakland or the greater Bay Area seeking more affordable housing alternatives to the inner Bay Area. In fact, informal discussions with sales agents at several new subdivisions indicates that approximately half the purchasers were found to work in San Francisco. The availability of ferry boat service also facilitates commuting to San Francisco, or at least provides an alternative to commuting via the automobile. Further, Vallejo Transit buses provide service from the park and ride lot at Curtola Parkway and Highway 80 to the Del Norte BART station in El Cerrito. "BARTLINK," as this service is called, runs from Highway 29 through the downtown.

Household Incomes

Average household incomes in Vallejo are estimated by the Association of Bay Area Governments (ABAG) to average \$34,000 in 1990 (1988 dollars), compared to \$37,200 for Solano County. The 1988 median household income was estimated to be approximately \$37,500, based on a household survey conducted for the City by Applied Development Economics in March, 1989. In spite of the influx of higher-income households into the City's new subdivisions, the City's average household income is projected to remain below the County average. For example, ABAG projects average household incomes in 2005 to be \$41,700 for Vallejo compared to \$45,800 countywide.

¹Mare Island Public Affairs Office, 2/89.

²ABAG, "Projections 1990."

In March, 1988, to estimate current incomes the City's Economic Development Department conducted a survey of 16 new single-family housing developments totalling 2,850 homes and five new apartment complexes. According to the survey, estimated average household incomes were \$55,000 for occupants of single-family homes and between \$24,000 and \$32,000 for the multifamily units households.

Ethnic Composition

The City has a diverse ethnic population. Based upon 1980 Census data, 63 percent of the City's population was white, 19 percent was black, 10 percent was Filipino, 3 percent other Asians and Pacific Islanders, with the remaining 15 percent comprised of other groups. Of the white and black populations, 12 percent were Hispanic. The ethnic composition of new purchasers continues to be diverse, with about 65 percent of new home buyers estimated to be white (which includes an unspecified number of Hispanics), 30 percent Asians and 5 percent black³.

To summarize, the City's demographic profile is evolving at a rapid pace, with new, higher-income residents attracted to Vallejo's relatively affordable housing and proximity to employment centers in Oakland and San Francisco. This dynamic environment is changing the character of the new housing supply, in contrast to the existing housing stock. Nonetheless, the City's large proportion of older, small homes will continue to offer affordable housing for the City's lower and moderate-income households.

³Based on informal survey conducted by Glen Cove Homeowner's Association.

III. HOUSING AND NEIGHBORHOOD CHARACTERISTICS

Housing Production Trends

In 1988, 70 percent of Vallejo's housing stock was comprised of single-family homes, 80 percent of which were developed prior to 1980. During the 1980's, single-family construction rates peaked in the last three years, when an average of 1,000 new homes were added annually (see Table 2). Between 1980 and 1989, 2,349 multifamily units were constructed, almost all of which were added in the last three years of this period. The number of multifamily units added peaked in 1986 when 1,091 were built. Additions to supply declined to 717 the subsequent year and to 324 units in 1988. In 1989, building permits were issued for an additional 526 single-family homes and 421 multifamily units.

Of the over 2,300 multifamily units added between 1984 and 1988, approximately 1,300 were in six rental projects, with the balance included in condominium projects, most of which also have been rented.

An additional 6,000 units currently are approved for development, including 3,000 single-family homes, 983 apartments, 786 condominiums and 558 townhomes and attached homes. The majority of new development will be concentrated in two large planned developments, Northgate and Sky Valley, which together are projected to contribute over 3,000 units in the next three to five years. These developments will generally include more upscale housing, likely not affordable to the City's lower-income households.

Housing Prices and Rent Levels

The average home resale price in Vallejo was \$133,000 during the third quarter of 1989, based upon information compiled by the Solano County Board of Realtors. Table 3 summarizes average home resale prices in Vallejo and surrounding communities. The majority of new subdivisions are not represented in the Board's multiple listing service data, as most are sold directly through private sales offices. However, this data does illustrate that Vallejo's older homes are quite affordable compared to the Bay Area, where the median home price was approximately \$260,000 in December, 1989. The City's housing resale prices are also lower than the nearby cities of Benicia, Fairfield and Vacaville, where home prices ranged from \$113,000 to \$157,000. Recent appreciation rates have been strong, with prices increasing by 24 percent alone over the nine-month period ending October, 1989.

Home prices vary dramatically within the City, depending upon the neighborhood. The typical small, two- to three-bedroom home in the City's older, less affluent neighborhoods generally sell for between about \$80,000 to \$100,000. By comparison, sales prices in Glen Cove currently range from about \$175,000 to \$500,000. Appreciation rates in the newer communities has been extremely high.

TABLE 2
HISTORIC GROWTH OF HOUSEHOLDS & HOUSING SUPPLY

1. TOTAL POPULATION, HOUSEHOLDS, & UNITS

YEAR ENDING	HSHLD		HOUSING		TYPE OF HOUSING UNITS		
	POP	HSHLDS	UNITS	VACANT	SFamily	MULTI	MOBILE HOME
1980	79,726	29,628	30,911	4.2%	22,036	7,934	941
1981	82,049	30,275	31,395	3.6%	22,485	7,958	952
1982	84,241	30,619	31,609	3.1%	22,690	7,953	966
1983	85,403	30,971	31,942	3.0%	23,008	7,959	975
1984	86,589	31,392	32,492	3.4%	23,384	8,067	1,041
1985	87,619	32,005	33,078	3.2%	23,851	8,151	1,076
1986	89,672	33,925	35,214	3.7%	24,915	9,242	1,057
1987	93,587	35,513	36,885	3.7%	25,856	9,959	1,070
1988	100,217	37,572	38,382	2.1%	27,024	10,283	1,075
					70.4%	26.8%	2.8%

2. POPULATION & HOUSING UNITS ADDED

DURING YEAR	HSHLD		HOUSIN UNITS	VACANT UNITS	TYPE OF HOUSING UNITS		
	POP	HSHLDS			SFamily	MULTI	MOBILE HOME
1980							
1981	2,323	647	484	-163	449	24	11
1982	2,192	344	214	-130	205	(5)	14
1983	1,162	352	333	-19	318	6	9
1984	1,186	421	550	129	376	108	66
1985	1,030	613	586	-27	467	84	35
1986	2,053	1,920	2,136	216	1,064	1,091	(19)
1987	3,915	1,588	1,671	83	941	717	13
1988	6,630	2,059	1,497	-562	1,168	324	5
TOTAL	20,491	7,944	7,471	-473	4,988	2,349	134
AVERAGE							
1980-1988	2,561	993	934		624	294	17
AVERAGE							
1986-1988	4,199	1,856	1,768		1,058	711	(0)

TABLE 3
AVERAGE ANNUAL HOME PRICES
(1)

COMMUNITY	4QTR 1985	% INCREASE 1985-86	4QTR 1986	% INCREASE 1986-87	4QTR 1987	% INCREASE 1987-88	4QTR 1988	% INCREASE 1988-89 (2)	3QTR 1989
VALLEJO	\$87,957	4.2%	\$91,614	4.9%	\$96,109	11.7%	\$107,396	23.7%	\$132,899
BENICIA	\$128,576	22.3%	\$157,253	-8.1%	\$144,475	8.8%	\$157,253	15.0%	\$180,859
FAIRFIELD	\$89,400	2.6%	\$91,700	8.1%	\$99,100	21.8%	\$120,726	22.6%	\$148,068
VACAVILLE	\$89,100	10.8%	\$98,700	4.3%	\$102,900	9.5%	\$112,699	24.8%	\$140,671

(1) Based on an analysis of Multiple Listing Service (MLS) sales data.

(2) Based on a nine month period from the fourth quarter 1988 to the third quarter 1989.

Sources: Solano County Board of Realtors; Northern Solano County Board of Realtors; Sedway & Assoc., December 1989.

Recent data on historic rent levels in the City is not currently available. Increases in rents for the first five years of 1980 for the Bay Area region as a whole outpaced the Consumer Price Index (CPI) by almost two-to-one. As depicted in Table 4, beginning in 1986 this trend reversed, with increases in median advertised rents averaging only one percent annually through April, 1989, compared with an annualized CPI increase of 3.8 percent. Assuming increases in Vallejo's rents have paralleled the Bay Area generally, the rental housing stock has not become more expensive relative to other goods in real dollars in the most recent years.

Market rate apartments in the older neighborhoods currently rent for about \$450 to \$520 per month for a one-bedroom, one-bath unit; and from approximately \$525 to \$600 per month for a two-bedroom unit. Discussions with local brokers indicate single-family homes in these neighborhoods generally rent for about \$550 to \$650. Apartment rents in the City's newer areas are higher, and generally range from about \$700 to \$900 per month.

Vacancy Rates

In 1988, vacancy rates for single-family detached homes ranged from about two to three percent in Vallejo, comparable to the two percent overall County average. As illustrated in Table 5, vacancy rates for multifamily housing was higher, ranging from two to nine percent for attached homes, and three to six percent for all other multifamily units. Vacancy rates in the County were five percent for attached homes and four percent for multifamily units. A market equilibrium generally provides for a vacancy rate of five percent to allow for normal turnover of units. Thus, these statistics indicate significant pent up demand for single-family homes relative to supply. Demand for multifamily housing has increased recently, however, as the cost of home ownership has been pushed out of reach for all but an estimated 11 percent of Bay Area's households⁴.

Neighborhood Profiles

A substantial portion of the City's housing stock was constructed during World Wars I and II. Almost 15 percent of the City's housing was built by 1939, and a third was completed prior to 1949. Even with all the new construction seen in recent years, almost half the City's existing housing stock is of pre-1960's vintage.

The City's older neighborhoods have been generally built out, with few vacant sites available for infill development (see Figure 1 for location of major neighborhoods). The older neighborhoods include Vallejo Heights, Downtown/Old Town, Beverly Hills, South Vallejo, St. Vincents and parts of Country Club Crest and Lofas/Lakeside, and are located in these areas: west of Interstate 80 and south of Highway 37; east of Interstate 80 between Tennessee Street

⁴California Association of Realtors, November 1989.

TABLE 4
HISTORIC TRENDS IN MEDIAN ADVERTISED RENTS
BAY AREA

	SAN FRANCISCO		OAKLAND		FAIRFIELD		BAY AREA		Consumer Price Index	
	Median Rent	Percent Increase	Median Rent	Percent Increase	Median Rent	Percent Increase	Median Rent	Percent Increase	CPI	Percent Increase
January 1980	475		325				395		240.7	
January 1981	525	10.5%	350	7.7%			450	13.9%	260.5	8.2%
January 1982	595	13.3%	400	14.3%			480	6.7%	295.8	13.6%
January 1983	650	9.2%	415	3.8%			525	9.4%	297.3	0.5%
January 1984	750	15.4%	475	14.5%			595	13.3%	311.7	4.8%
January 1985	850	13.3%	510	7.4%			695	16.8%	328.7	5.5%
January 1986	900	5.9%	550	7.8%			700	0.7%	314.1	-4.4%
January 1987	850	-5.6%	625	13.6%	410		675	-3.6%	348.8	11.0%
January 1988	900	5.9%	595	-4.8%	425	3.7%	675	0.0%	362.3	3.9%
January 1989	895	-0.6%	625	5.0%	450	5.9%	725	7.4%	381.3	5.2%
* April 1989 *	950	6.1%	630	0.8%	450	0.0%	725	0.0%	385.6	1.1%
1/80 - 4/89										
Total Increase	475	100.0%	305	93.8%	na	na	330	83.5%	144.9	60.2%
Avg Increase	48	7.4%	31	7.0%	na	na	33	6.5%	14	4.9%
1/80 - 1/85										
Total Increase	375	78.9%	185	56.9%	na	na	300	75.9%	88	36.6%
Avg Increase	75	12.4%	31	9.5%	na	na	50	12.0%	18	6.5%
1/85 - 1/89										
Total Increase	45	5.3%	115	22.5%	na	na	30	4.3%	52.6	16.0%
Avg Increase	11	1.4%	29	5.4%	na	na	8	1.1%	13	3.9%

Source: Bay Area Council; Sedway & Associates, October 1989.

TABLE 5
RESIDENTIAL VACANCY RATES
VALLEJO & SOLANO COUNTY, 1988

TYPE OF UNITS	VALLEJO ZONE 1	VALLEJO ZONE 2	VALLEJO ZONE 3	SOLANO COUNTY
Single Family Detached				
Percent Vacant	2.6%	3.0%	1.9%	2.0%
Total Units	8,941	9,040	11,132	76,348
Percent of All Units	86.8%	61.3%	82.8%	73.0%
Units Under Construction	55	4	77	566
Single Family Attached				
Percent Vacant	2.6%	9.5%	1.7%	5.0%
Total Units	39	1,153	180	4,248
Percent of All Units	0.4%	7.8%	1.3%	4.1%
Units Under Construction	0	0	0	0
Multi-Family Units				
Percent Vacant	6.3%	4.2%	2.8%	3.8%
Total Units	1,317	4,556	2,127	23,961
Percent of All Units	12.8%	30.9%	15.8%	22.9%
Units Under Construction	0	6	0	33

Zone 1: zip code 94589, general area north of Redwood & west of I-80.

Zone 2: zip code 94590, general area south of Redwood & west of I-80.

Zone 3: zip code 94591, general area east of I-80.

Source: Federal Home Loan Bank of San Francisco, 1988.

and Highway 780; and south of Highway 780 and west of Gilcrest Avenue. As described in the following section relating to housing conditions, almost a third of the homes in these neighborhoods were found to be in need of at least cosmetic repairs such as painting. The outlying perimeter of the City houses the majority of newer subdivisions, most notably Glen Cove. This development, located in the southeast quadrant of the City, currently consists of 2,000 single-family and condominium units, with an additional 900 units remaining to be completed before total build out.

Housing Conditions

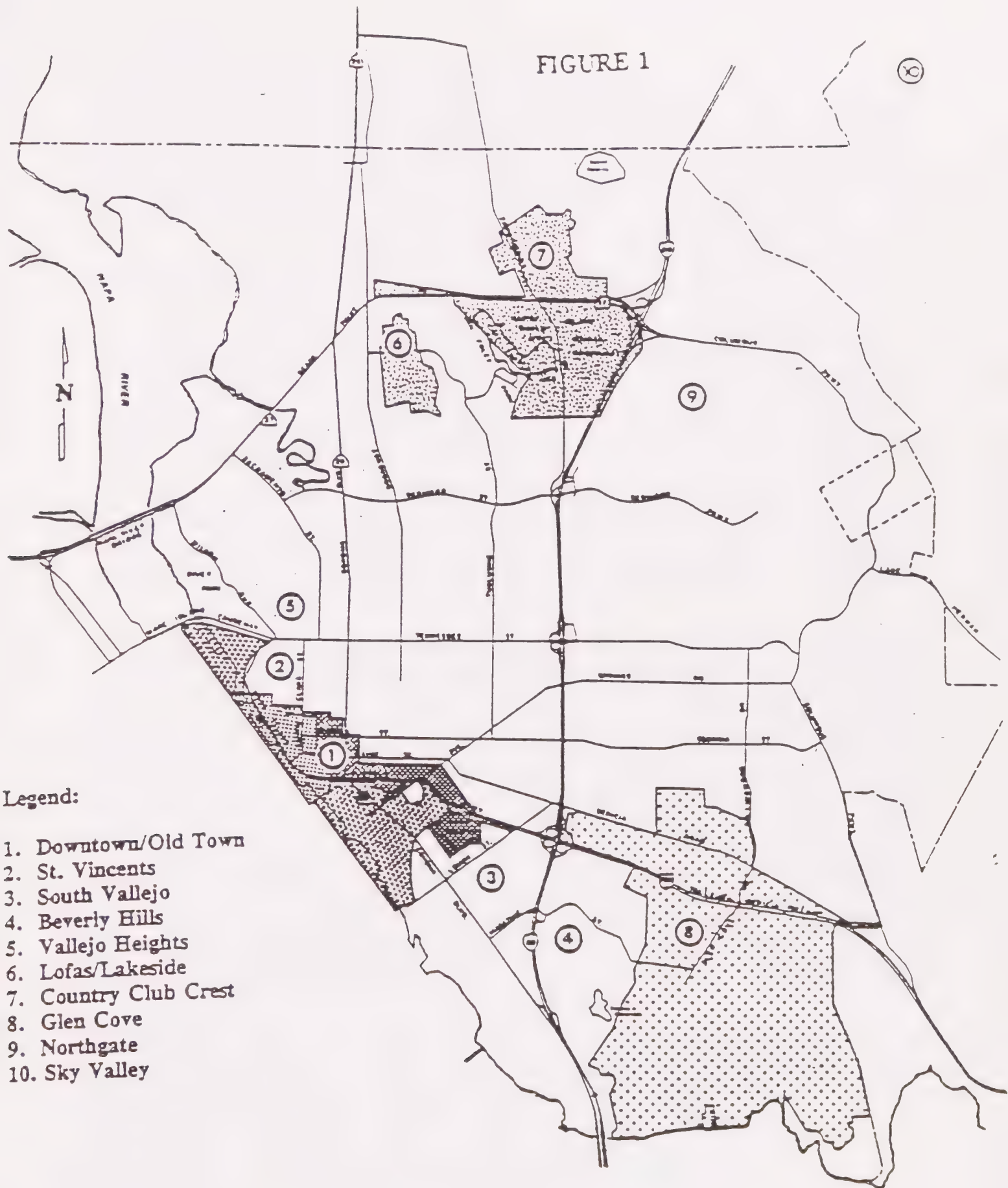
As discussed previously, about half of Vallejo's housing stock is over thirty years old, with 15 percent constructed prior to 1939. In general, the older homes, many of which contain one or two bedrooms, are small by today's standards and are of medium to poor construction quality. In large part, this is because these homes were constructed rapidly to house wartime blue collar workers. Further, while housing conditions in the newer neighborhoods are generally good, some of Vallejo's older neighborhoods evidence extensive signs of physical deterioration. This qualitative impression was verified by the Building Division, which noted that the majority of code violations occur in the older neighborhoods.

To substantiate the extent of housing conditions problems, the City's consultant conducted a windshield survey of seven of the older neighborhoods. During the month of December, 1989, 3,400 homes were surveyed in these areas. The survey evaluated five building components including: roof, porches and stairs, paint and exterior surfaces, windows, and doors. An overall deficiency rating of minor, moderate, substantial or dilapidated was assigned to each structure based upon a qualitative evaluation of each of the building components.

The survey results are highlighted in Table 6. As shown, 40 percent of the homes in these seven neighborhoods (excludes homes constructed since 1980) show signs of requiring some level of repair. Of those, 80 percent appear to require minor repairs such as painting, 14 percent require improvements to at least three building components, designating them as in need of moderate level repairs, and 10 percent need substantial repairs. Few homes appeared to require demolition, although the interiors were not inspected, and a portion of those with substantial exterior problems may not be able to be rehabilitated. The three neighborhoods evidencing the most severe housing conditions problems include Country Club Crest, Old City and South Vallejo, although none of the neighborhoods surveyed had less than 27 percent of the homes in need of some repair or cosmetic improvement. As of 1980, the total number of units in these communities is estimated at approximately 10,000, based upon the Census Tracts most closely aligned with the designated neighborhoods.

The results of the housing conditions survey will be instrumental in modifying the City's existing rehabilitation programs. Both the location and extent of the problem will be used to target available funds to the neighborhoods evidencing the worst problems. To determine if absentee landlords played a role in the poor maintenance of these areas, owner-occupancy rates were tabulated. Table 7 summarizes the results of the survey of 1,500 homes. In Beverly Hills,

FIGURE 1



Legend:

1. Downtown/Old Town
2. St. Vincents
3. South Vallejo
4. Beverly Hills
5. Vallejo Heights
6. Lofas/Lakeside
7. Country Club Crest
8. Glen Cove
9. Northgate
10. Sky Valley

 Central Vallejo	 Florsden	 Marina Vista	 Southeast Vallejo	 Vallejo Waterfront
--	--	--	---	--

Redevelopment Areas

TABLE 6
CITY OF VALLEJO
HOUSING CONDITIONS SURVEY
SELECTED OLDER NEIGHBORHOODS

NEIGHBORHOOD	BEVERLY HILLS	COUNTRY CLUB CREST	LOFAS LAKESIDE	OLD CITY	ST. VINCENT'S	SOUTH VALLEJO	VALLEJO HEIGHTS	TOTAL
HOMES SURVEYED	452	485	422	288	722	741	316	3426
HOMES NEEDING REPAIR	135	315	115	180	225	409	90	1469
% NEEDING REPAIR	30%	65%	27%	63%	31%	55%	28%	43%
REPAIRS NEEDED								
Roof	21%	24%	18%	7%	17%		20%	18%
Porch & Stairs	0%	0%	2%	32%	28%		31%	14%
Exterior & Paint	92%	91%	90%	92%	88%		89%	91%
Windows	18%	33%	19%	40%	15%		12%	25%
Doors	16%	51%	47%	27%	8%		23%	31%
LEVEL OF DETERIORATION								
Minor	91%	77%	91%	78%	88%	73%	70%	80%
Moderate	9%	19%	8%	14%	11%		20%	14%
Substantial	0%	4%	1%	7%	0%	27%	9%	10%
Dilapidated	0%	0%	0%	2%	0%		1%	0.4%

NOTES:

Data based on a windshield survey conducted by Sedway & Associates, December 1989.

Excludes homes constructed since 1980 on infill lots.

Minor = three or less minor problems.

Moderate = four or more minor problems or one major problem.

Substantial = two or more major problems or one or two critical problems.

Dilapidated = three or more critical problems.

Country Club Crest and Lofas-Lakeside, about 20 percent of the single-family homes are estimated to be rented. In Old City, St. Vincents and Vallejo Heights, by comparison, over half the units are for rent. These findings will be incorporated into the outreach strategies used to promote the below-market rate rehabilitation loan programs. One of the beneficial features of the existing programs is that absentee landlords can participate as long as the tenants are low or moderate income.

Potential Land Available for Housing

Table 8 provides a summary of vacant, residentially zoned land in the City. The information was compiled by the Planning Division through a windshield survey in 1989. As shown, over 500 acres of vacant land are approved for an estimated 4,611 residential units. An additional 1,425 acres could likely be developed with approximately 2,187 units, for a total of 6,798 potential residences. These figures exclude development associated with new projects already under construction (approximately 1,600 units).

Virtually all the remaining residentially zoned land is located on infill lots spread throughout the City's older neighborhoods. Many of the 200 acres of vacant rural parcels lack utilities or have difficult access or soils problems, thus increasing development costs. Given these conditions, in tandem with the large number of approved projects, it is unlikely that these parcels will be developed within the next five years.

As a part of anticipated updating of the Land use Element of the General Plan, to achieve internal consistency between all elements and to reflect the changing socio-economic conditions in Vallejo and the Bay Area Region, the City will fully evaluate all the vacant land use resources. It must be emphasized that all potential land use changes to accommodate the full range of housing needs, as Vallejo begins to achieve build-out, will recognize four interrelated factors. First, the need to provide opportunities for continued economic growth and development and to expand the City's vital tax base. Second, the need to achieve a jobs/housing balance in Vallejo and not further impact the quality of life factors critical to Vallejo. Third, to recognize Vallejo's role in the Bay Area Region to help respond to critical housing needs, but with the understanding that all communities must similarly provide their proportional share of housing to achieve balances not only within the region but within the individual communities. Fourth, to insure that the new residential developments do not further impact the already seriously overcrowded schools, do not require more water or police and fire services than can be provided, and do not generate more sewage or storm water than can be treated by the Vallejo Sanitation and Flood Control District.

The conclusions of the vacant land inventory are that there is ample land available to meet the City's housing needs for the coming five years. The supply of vacant land is rapidly declining however, and should be efficiently and effectively used in achieving the City's various housing goals and special housing needs.

TABLE 7
OWNER OCCUPANCY RATES
in Selected, Older Neighborhoods
1989

Neighborhood	Total Homes Surveyed	Owner Occupied	non-owner Occupied
Beverly Hills	228	81%	19%
County Club Crest	202	76%	24%
Lofas-Lakeside	257	84%	16%
Old City	252	45%	55%
St. Vincents	370	43%	57%
Vallejo Heights	237	49%	51%
Total:	1,546	61%	39%

TABLE 8
INVENTORY OF VACANT LAND
Suitable for Residential Development
DECEMBER, 1989

	Vacant Land (acres)	Development Potential (units)
<hr/>		
1. Land Without Development Approvals		
Infill lots		
Low Density	1,144	1,022
Medium Density	54	459
High Density	24	482
Rural Parcels		
Rural Residential	80	216
Rural Residential 5	122	8
	<hr/>	
Subtotal:	1,424	2,187
<hr/>		
2. Land With Development Approvals		
Northgate		
Low Density	313	1,524
Medium Density	26	432
Sky Valley		
Low Density, attached		156
Low Density, detached	204	683
Medium Density, townhomes	46	292
Miscellaneous Subdivisions		
Low Density	na	931
Medium Density	na	252
High Density	na	341
	<hr/>	
Subtotal:	589	4,611
<hr/>		
TOTAL DEVELOPMENT POTENTIAL	2,013	6,798

IV. SPECIAL HOUSING NEEDS

Homeless

The Solano County Homeless Task Force estimates that 500-700 people are homeless over the course of a year in Vallejo. Assuming that the average person is homeless for one month, the average daily number of homeless in Vallejo would be approximately 42-58 people. Service providers in the City indicated that about 55 percent of the homeless are single males, 20 percent are single women, and 25 percent are families (of which approximately 90 percent are single mothers). Due in part to the proximity of the Napa State Hospital, Vallejo has a number of homeless individuals suffering from mental disorders.

Vallejo has one transitional shelter, The Christian Help Center, which can accommodate up to 50 people. This facility has 13 beds for single men, six beds for single women, and six partitioned areas for families (approximately 18 beds for women and their children). The center, which opened in 1984, operates on a first-come, first-serve basis. The shelter director indicated that occasionally people are turned away, typically single men. To address this problem, 18 new beds for single men will be added sometime in 1990. The residents may stay for a few months at a time but are only allowed to take advantage of the facility twice.

Additional housing for the homeless in Vallejo is provided by a number of low cost motels, the Salvation Army, and two other facilities which provide shelter for battered women and their children. At the seven motels and hotels listed on Table 9, there are 26 single-room occupancy hotels (SRO's), 99 studios, and 10 one-bedroom units. Since the 1984 housing element was prepared, 8 SRO's, 34 studios and a one-bedroom unit have been added. The cost ranges from \$80/week for a SRO to \$155/week for a one bedroom apartment. Some of the motels rent rooms for \$25 a night (\$750 for 30 days), but this is not an affordable long-term solution. The Salvation Army provides hotel vouchers to an average of three to five families per week. The Domestic Violence Shelter can accommodate ten women and children per night and the Sanctuary in Abused Family Emergencies (SAFE) can place a limited number of families with volunteers in homes around the Bay Area.

Financial assistance to the homeless is provided by the Federal Emergency Management Agency (FEMA) and the Solano County Welfare Department. FEMA will provide up to 30 days rent to individuals at risk of being evicted. Approximately 110 households in Vallejo will receive assistance from FEMA in 1990; households can receive financial assistance one time only. The Welfare Department will provide the last month's rent and any necessary deposits to homeless families eligible for AFDC assistance. Approximately 1,500 families in Solano County benefit from this program per year.

Hotel vouchers are distributed by the Salvation Army in emergency cases only.

Table 9
Shelters / Transitional Housing
Vallejo

Project Name Address	Number of Beds/Rooms	Date Opened	Clientele	Comments
<i>Transitional Shelter:</i> Christian Help Center 2166 Sacramento St.	50 beds	1984	Homeless	Residents allowed to stay at facility twice. Must look for work & permanent housing while at shelter. Sometimes must turn away single men. Adding beds for 18 single men.
<i>Shelters for Battered Women:</i> Domestic Violence Shelter	10beds	1989	Women & children	Only 24 hour emergency shelter in Solano County for women. When full they refer women to Sacramento, Napa, or Concord.
Safe	na	1985	Women	They have no permanent shelter. House approx. 1 family per week in homes with volunteers or refer to other shelters.
<i>Hotels / Motels:</i> Charles Hotel	16 units	1986		Owned by investors. Rent = \$350/month. Eight additional units are owner-occupied.
815 Georgia Street	10 rooms	1984	Working poor /disabled	8 SRO, 1 studio, 1 one bedroom
Crest Apt. Motel 446 Interstate 80	32 rooms	n/a	single mothers constr. workers	18 SRO, 5 studios, 9 one bedrooms; rent = \$80 to \$155/week
White Cottage Motel 103 Lincoln Rd West	10 rooms	n/a	transients, working poor	All studios, 2 with two beds. \$147/week.
Broadway Motel 441 Broadway	15 rooms	n/a		\$25/night
El Curtola Motel I-80 & Magazine	35 rooms	n/a	welfare	8 units w/kitchens. Welfare recipients \$30/night otherwise \$40.
Jones Building Virginia & Sonoma	17 units	1988		All studios. \$375/month.
Travelers Hotel Georgia St.	31 units	1990		\$375/month.

Although Vallejo does not have an overtly visible homeless problem, demand for beds in shelters exceeds the current supply. Further, 50 percent of the individuals seeking shelter at the Prospect House in Fairfield come from the Benicia/Vallejo area. As housing prices continue to rise, it can be expected that the number of homeless will increase. Based on conversations with service providers in the area, the 1990 Housing Element noted that the addition of a 25-bed transitional shelter for single women and families would greatly improve the homeless situation in Vallejo. Since that time additional funding has been made available to the Christian Help Center so that they will be able to add 20 beds. Bi-Bett has opened on shelter and in the process of opening a second shelter. These two shelters can accommodate approximately 20-24 women and children.

Homeless Teenagers

In response to the lack of housing options for runaways and homeless teenagers, the County Probation Office will establish two shelters in the County for teenagers. The Vallejo Police Department estimates that there are approximately 25 teenage runaways per month in the city. With the addition of two 8-12 bed shelters, one of which may be in Vallejo if a suitable site is located, it is expected that the needs of these teenagers will be met. The emphasis will be on reuniting families; however, in extreme cases the County will actively petition to have the teenagers made wards of the court.

Female-Headed Households

According to the 1980 Census, 27 percent of the households in Vallejo were headed by females. Of the 7,471 female headed households, one-third had children under the age of 18. The average household in this group had two children. Roughly 50 percent of the female-headed households were white, while 40 percent were black, and 10 percent were Hispanic or Asian. There were 1,012 female-headed households below the poverty line. Among female-headed households with children, 37 percent were below the poverty level. Among female-headed households without children, only 12 percent were below the poverty level. Assuming the same proportions, there are approximately 10,795 female-headed households, of which 3,562 are single parents. However, given the characteristics and costs associated with the majority of new housing, the proportion of female-headed (single-income) households has likely declined.

There are no specific housing facilities for female-headed households; however, several programs have been helpful in assisting their long-term and temporary housing needs. As previously indicated, the Welfare Department provides the last month's rent and any necessary deposits for homeless families eligible for AFDC grants. Rent may theoretically be as much as 80 percent of a household's grant money, thus a pregnant woman could pay up to \$341 on rent and a woman with one child could pay up to \$560 on rent. Unfortunately, the actual costs of living are so high that many of these families become homeless again because they cannot continue paying their rent, which is often more than 50 percent of their grant money. As

previously mentioned, the Domestic Violence Shelter, the only 24-hour emergency women's shelter in Solano County, provides temporary shelter for approximately 10 women and children per night and SAFE can house approximately one family from Vallejo per week.

Female-headed households, especially those with children, face significant difficulties in finding suitable housing and day care facilities. Housing costs are extremely expensive for low- and moderate-income families, and often landlords prefer renting to tenants without children. There is a need for additional financial assistance for working women who do not qualify for AFDC grants. Development of a family housing facility, especially for low- and moderate income parents, would help single parents provide a stable environment for their children.

Disabled

According to the North Bay Regional Center, there are approximately 3,000 developmentally disabled individuals living in Vallejo. A survey of developmentally disabled individuals found that only 10 percent live in their own house or apartment, 40 percent live in a care home or similar setting, and 50 percent live with parents or other relatives.

There are approximately 437 board and care beds available for the disabled in Solano County. A large percentage of these beds are located in the City of Vallejo. In addition, there are six low income disabled units in the Marina Towers Annex; however, there is a very long waiting list for these subsidized units. In accordance with State standards, all new housing projects are required to provide disabled parking and ramps on buildings and sidewalks. Hence, according to the Association of Retarded Citizens (ARC), there is an adequate supply of market-rate disabled accessible apartments and in-law units. But due to increasing housing costs, ARC frequently has to double-up clients, and it is nearly impossible to find affordable housing for wheelchair-bound individuals.

The lack of affordable housing is one of the greatest obstacles to housing the disabled. Many disabled individuals are unable to work and must rely on the minimum income provided by Social Security Insurance (SSI). For this reason, many individuals capable of taking care of themselves must live with relatives or in a board and care facility. It is generally believed that as many as 25 percent of the disabled individuals living in board and care facilities would function better in a less restrictive environment. Vallejo has an adequate supply of board and care facilities but lacks independent, low-cost housing, especially for wheelchair-bound persons.

Elderly

Vallejo has historically had a higher percentage of seniors than the County as a whole. In 1980, 11 percent of Vallejo's population was over 65, compared to just 8 percent of Solano County's population. Vallejo's elderly population is increasing in real numbers as well as a percentage of the total population. In 1980, 8,734 people were over the age of 65. According to a 1988 survey by Applied Development Economics, the elderly population has increased to 12,879 people, or 13 percent of Vallejo's total population.

In 1980, 39 percent of the senior population lived with other relatives or non-relatives, 34 percent lived alone, 21 percent lived with a spouse, and 6 percent lived in group quarters. Almost one-third of the senior households rented and two-thirds owned their own homes. Almost 9 percent of Vallejo's senior population had incomes below the poverty line.

Vallejo has the capacity to house a large percentage of Solano County's skilled nursing home patients (51 percent) and a large percentage of the elderly board and care patients (66 percent). (See Table 10.) At present, the need for this type of housing is adequately met, although, according to the Dispatch Planner at Sutter-Solano Medical Center, it is very difficult to place elderly Medi-Cal patients.

The type of housing most needed for the elderly is low-income independent housing. Of the three facilities in this category, all of them have long waiting lists. For example, both the Marina Towers complex and the Marina Annex have waiting lists of 60 people or more. In addition, the subsidies which guarantee their affordability are subject to expiration during this planning period. No new housing projects of this kind have been added since the 57-unit Marina Towers opened in 1980.

Although the senior population has been increasing, the only substantial addition to the senior housing supply is the West Lake House, a 152-unit upscale congregate care facility. Based on the extraordinary demand for units in the Marina Towers and The Marina Towers Annex and the increasing elderly population, Vallejo would greatly benefit from additional low-cost independent units and a shared housing program for the elderly.

Farmworkers

Agriculture, is not a significant part of Vallejo's economic base, and almost no one in the work force is a farmworker. Only 1.1 percent of the population is employed in the agriculture, forestry, fishing, and mining industries. As a result, there is no need to provide housing for farmworkers in Vallejo.

Large Families

Households of five or more persons are considered to be large. Five-person households need three or four bedrooms, while six-person households need four bedrooms or more. The Census provides data on large households as opposed to large families.

Vallejo had 2,036 five-person households in 1980. Of these, 1,447 households owned their homes; there were 11,993 ownership units large enough to meet their needs. The other 589 five-person households rented their dwellings, and there were a total of 2,344 rental units in the city large enough for their needs. Another 1,550 households had six or more persons. There were 1,140 households who owned their home and a total of 3,190 ownership units large

enough for their needs. For renters, there were only 463 units available for the 410 households or six or more.

When one combines the households of five, six or more persons and compares this to the total number of units having three or more bedrooms, more than a sufficient number exist:

TENURE:	OWNERSHIP	RENTAL	
	2,587	999	Households
	12,179	2,428	Dwelling Units
	<hr/>	<hr/>	
	9,592	1,429	Surplus

What the census figures do not indicate is how many of these large families actually live in large enough units. There are probably many large families who cannot afford to rent or buy as much housing as they need. Especially with the addition of new single family homes, which tend to be much larger than the existing stock of older homes, there are plenty of large units; however, the increasing cost of housing may prevent some large households from being able to afford the appropriate size home.

TABLE 10
TOTAL NUMBER OF ELDERLY HOUSING UNITS
CITY OF VALLEJO

	<u>Number of Facilities</u>	<u>Number of Units(U) / Beds(B)</u>
Independent (1) % Subsidized Low Income Units	3	287 (U) 100%
Congregate Care % Subsidized Low Income Beds	2	288 (U) 47%
Board & Care (2) % accept SSI (3)	58 78%	394 (B) n/a
Life Care	0	0
Skilled Nursing % accept Medicare & Medical (3)	3 100%	421 (B) n/a

Notes:

- (1) Includes age segregated housing for the elderly only.
Excludes the elderly residing in non-age segregated housing.
- (2) Total Board & Care facilities compiled by the Ombudsman Services,
includes 40% non-ambulatory beds.
- (3) Number of residents may be less than the percentage accepted.

Sources: Solano Ombudsman Services, Inc.
Sedway & Associates, December 1989

V. OTHER HOUSING ISSUES

ABAG Regional Housing Needs Determinations

State legislation enacted in 1980 requires the Association of Bay Area Governments (ABAG) to determine existing and projected Bay Area regional housing needs for persons of all income levels. ABAG also determines each county's and each city's share of the regional housing needs. The figures are based on market demand for housing, employment opportunities, land availability, commuting patterns, type and tenure of housing and the provision of a 4.5 percent housing vacancy rate. The most recent determinations were prepared and published by ABAG in the "Housing Needs Determinations, San Francisco Bay Region," January 1989.

Governmental Code Section 65584 (c) gives all cities and counties 90 days to review and revise the determinations contained in the ABAG report. The City of Vallejo contested the preliminary figures prepared by ABAG. These values were changed by ABAG to reflect the City's concerns.

Housing element updates, including the development or modification of existing housing programs, are to consider the regional housing shares. As discussed in the subsequent section on program achievements, the City of Vallejo exceeded ABAG's housing needs determinations for the 1984 through 1989 period for every income category. For the 1990 to 1995 period, ABAG's housing needs determinations call for the production of 5,894 units, of which 413 should be affordable to the City's very-low income households and 295 should be affordable to the City's low-income households. An estimated 2,947 units should be targeted to the City's moderate-income households, with the remaining 2,239 units for the above-moderate income families.

Housing production levels in Vallejo will likely exceed those required to meet ABAG's regional needs determinations. Over 6,300 units have approvals, a significant percentage of which are already under construction. Further, the City's housing goals and outlined programs and actions are aimed at insuring that residential units be added that are affordable to every income group. In spite of the limited federal funding sources, the City is committed to seeking affordable housing solutions and recent performance indicates that the regional housing needs can be met.

Housing Costs and Ability to Pay

In 1980, 12,312 (42 percent) of the City's 29,010 households earned less than 80 percent of median income. Of these, 52 percent were paying in excess of 25 percent of their income toward housing. Approximately one third of households overpaying for housing were owners.

While it is difficult to accurately quantify the extent of households that are currently overpaying for housing, general indicators in the market suggest that on average, a comparable number of renters (representing a lower proportion of the total population) may be overpaying, while the number and percent of homeowners may have increased.

Median advertised rents in the Bay Area increased by an average of 6.7 percent annually from January 1980 to January 1989, compared to a 5.2 percent increase in the CPI, suggesting that in real dollars, rent levels have increased at a faster pace than the prices of other goods. As discussed in a previous section, rents in the Bay Area increased most precipitously during the first five years of the decade, when they grew at twice the rate of the CPI. Since 1985, however, increases in rent levels have leveled off to an annual average increase of 1.6 percent, compared to a CPI increase of 3.8 percent over the same period.

In the last five years, an estimated 267 housing units affordable to very-low income households have been constructed. An additional 900 units affordable to low-income households have been added, with the majority of these units being rented (a summary of these is included in the discussion of previous accomplishments in Section IV of this report). Further, market-rate rents at the majority of apartment projects in the City's older neighborhoods were found to be affordable to lower-income households. As indicated in Table 11, the City's very-low income renters can pay up to approximately \$470 per month for rent, assuming they contribute 30 percent of their income towards rent. The City's low-income households are estimated to be able to afford between \$470 and \$750 per month. As noted earlier in the discussion on citywide rent levels, page 9, the majority of market rate apartments fall into this range. Nonetheless, based upon the extent of overpaying identified in the Census, it is likely that the income levels of the City's poorer renters fall at the low end of the income categories illustrated.

The 1989 average home resale price of \$133,000 was only affordable to the City's above moderate-income households. Further, this average price is well below the price of a new home. The older, smaller homes which are estimated to sell for between about \$80,000 and \$100,000, would be affordable to the City's moderate-income households, while the City's lower-income households cannot afford to purchase a home unless they make a substantial downpayment. A further indication of the increasing costs of homeownership is presented in Table 12. As shown, between 1983 and 1988, the average resale price in Vallejo increased by 36 percent. During this same three-year period, household incomes increased by only 14 percent, less than 40 percent of the increase in home prices.

Termination of Federal Subsidies

Approximately 117,000 Federally-subsidized low-income rental housing units in California are in jeopardy of being lost as affordable through prepayment of 40-year contracts with for-profit owners and/or termination of subsidies and rent restrictions with HUD⁵. Generally, projects funded under 221(d)(3) program were built between 1961 and 1968; they became eligible to prepay in 1988. Projects subsidized under 236 program were built between 1968 and 1974; they will soon be eligible for prepayments.

There are eight subsidized housing projects in Vallejo (see Table 13). One project, "Ascension Arms" received 202 funding. There are 75 units in this project that are required by FHA to remain affordable; 12 of these units also receive Section 8 assistance. Since this project is owned by a "non-profit" organization, and since the 202 program does not offer prepayment, these units are not in danger of being converted to fair market rates.

There are two projects which received 221(D)(3) funding. "Marina Vista" has 88 units which were required by the FHA contract to remain affordable; 32 of these units also are receiving Section 8 assistance. "Marina Vista II" has 148 units which are required by the FHA contract to be affordable; 58 of which also receive Section 8 assistance. Both of these projects have an approved "Plan of Action" and therefore are not subject to conversion to fair market rates before the year 2008. There are two projects which received 221(D)(4) funding. The "Marina Towers Annex" has 57 affordable units, all of which also receive Section 8 assistance. The contract for this project expires in September of 1993. Since this project is owned by the same person that owns the Marina Vista projects, it is likely that these units will not be converted. "Casa de Vallejo" has 136 affordable units which also receive Section 8 subsidies. However these units are not subject to conversion until October of 2001 (which is not within this or the next planning period).

There are three projects that received 236 funding. "Marina Heights" has 152 affordable units; however, the owner (who also owns the 221 projects) also has an approved "Plan of Action" for this development. Therefore this project is not subject to conversion before the year 2008. "Marina Towers" has 310 units which required by their FHA contract to remain affordable until November 1992; 101 of these units have Section 8 subsidies which expire in August or September of 1992. Since this project is owned by the same person that owns the "Marina Vista" projects and "Marina Heights", it is likely that these units will not be converted. "Friendship Estates" has 152 affordable units that could be converted in April of 1997 (the next planning period). Of these, 30 units also receive Section 8 subsidies that expire in November of 1992 and 30 additional units have Section 8 subsidies that expire in June of 1993 (this planning period).

⁵California Housing Partnership Corporation, 2/90.

TABLE 11
HOUSING AFFORDABILITY ANALYSIS
VALLEJO, 1989

Income Range	Income Classification	Household Population Distribution		Max. Affordable Monthly Hsng or Rent Pymt.	Housing Price @ 20 Percent Down Payment
		Number	Percent		
Less than \$18,750	<i>Very Low</i>	6,965	17.91%	\$469 or less	\$53,414 or less
\$18,750 - \$30,000	<i>Low</i>	5,556	14.29%	\$469 - \$750	\$53,417 - \$85,463
\$30,001 - \$45,000	<i>Moderate</i>	12,990	33.40%	\$750 - \$1,125	\$85,466 - \$128,195
Over \$45,000	<i>Above Moderate</i>	13,381	34.41%	more than \$1,125	more than \$128,195
Total Households		38,892	100.00%		

Notes:

Income classifications based on HUD standards.

Data based on ADE Vallejo Household Survey, March 1989.

Maximum monthly housing payment = 30% of income.

Maximum house price based on a 30-year fixed mortgage at 10% interest rate.

TABLE 12
CITY OF VALLEJO
INCREASES IN HOME PRICES & HOUSEHOLD INCOMES
1983-1988

	1983	1985	1988	% Change 1983-1988
Mean Home Price	78898	87957	107396	36.12 %
Mean Household Income	29200	30400	33400	14.38 %

Data based on an analysis of MLS sales of single-family, condominiums, & townhomes.

Sources: Northern Solano County Board of Realtors; ABAG; January 1990.

Table 13
Inventory of Low Income Rental Units, March 1990
Subject to Termination of Federal Mortgage and/or Rent Subsidies
By the Year 2008

Project Name Location	Owner Name	FHA Project # Section of Act Owner/Tenant Type	Loan Amount Loan Term Interest Rate	Section 8 Contract # Program/Finance Type Section 8 Type	Total Units		Earliest Date of Subsidy Termination	
					Total	Elderly	FHA	Sec 8
1) Marina Towers 601 Sacramento	Jack Baskin	12144173 236(J)(1) LD WAH	\$2,870,000	CA39M000174 Existing LMSA/Sup Conv	155	31	11/92	8/92
					155	0	(+20)	(+5)
					155	70	11/92	9/92
					155	70	(+20)	(+5)
2) Marina Towers Annex 575 Sacramento	Marina Towers	12135602 221(D)(4) LD WAH	\$1,450,400 40 years 8%	CA390026001 New Con FHA	57	57		9/93
					57	57		(+5)
3) Casa de Vallejo 1825 Sonoma	Casa de Vallejo Associates	12135687 221(D)(4) PM WAC	\$3,705,400 40 years 8%	CA390058002 Sub Rehab FHA	136	136		10/01
					136	136		(+0)
4) Ascension Arms 301 Butte	Ascension Services	121SH041 202 Elderly NP WAH	\$920,000	CA39M000155 Existing LMSA/Sup Conv	75	12	6/06	8/92
					75	12	(+0)	(+5)
5) Marina Vista 201 Main	Jack Baskin	12155025 221(D)(3) BMIR LD FAM	\$1,118,500	CA39M000128 Existing LMSA	88	32	4/88	11/93
					0	0	(+20)	(+0)
6) Marina Vista II 201 Main	Jack Baskin	12155048 221(D)(3) BMIR LD FAM	\$1,811,700	CA39M000129 Existing LMSA	148	58	1/89	11/93
					0	0	(+20)	(+0)
7) Marina Heights 135 California	Jack Baskin	12144077 236(J)(1) LD FAM	\$2,087,700		152	0	1/91	
					0	0	(+20)	
8) Friendship Estates 2700 Tuolumne	Friendship Estates	12144319 236(J)(1) LD FAM	\$1,593,600 40 years 7%	CA39M000082 Existing LMSA	76	30	4/97	11/92
					0	0	(+20)	(+0)
				CA39M000219 Existing LMSA	76	30	4/97	6/93
					0	0	(+20)	(+0)
* TOTAL UNITS *					887	426		
* TOTAL ELDERLY UNITS *					423	275		

In summary, as shown in the table below, there are 367 affordable units, including 218 Section 8 Certificates, that could be converted during this planning period (before July 1, 1995). There are 152 affordable units that could be converted during the next planning period (July 1, 1995 to June 30, 2000).

221(D)(4) FUNDING:

<u>Project:</u>	<u># Units:</u>	<u>Termination Date:</u>
Marina Towers Annex FHA/Section 8	57/ 57	9/93 +5 yrs.
Casa de Vallejo FHA/Section 8	136/136	10/01 +0 yrs.

236 FUNDING:

<u>Project:</u>	<u># Units:</u>	<u>Termination Date:</u>
Marina Towers FHA/Section 8	155/ 31	11/92 +20 yrs.
Friendship Estates FHA/Section 8	76/ 30	4/97 +20 yrs.

Number of FHA units that could convert before 7/1/95: 212
 Number of FHA units that could convert before 7/1/00: 76
 Number of FHA units that could convert before 7/1/05: 136

It is important to note that there are no other units in Vallejo that have received any form of subsidy or assistance (CDBG, Redevelopment etc.) that requires the units to remain affordable for a specified period of time. However, since the City's housing moneys were spent in "target areas" that are likely to remain affordable, they units will probably not increase in value such that they will only be affordable to moderate income families.

The Federal Response

In 1987, Congress passed the Emergency Low Income Housing Preservation Act (LIHPRHA), which established a temporary moratorium on an owner's right to prepay. After a prolonged legislative battle, a permanent preservation measure was finally adopted, known as the Low Income Housing Preservation and Resident Homeownership Act of 1990 (LIHPRHA). LIHPRHA provides owners a fair rate of return on their equity in exchange for continued affordability for the remaining useful life of the building. Where owners decide to sell, non-profits, local governments and tenants associations have the right of first refusal. There are six non-profit organizations that have indicated that they would likely want to use their right of first refusal if any of the owners desired to convert the affordable projects to fair market rate

developments. These organizations are:

HAND

Eden Housing, Inc.

Davis Community Housing Inc.

Rural California Housing Corp.

Solano Affordable Housing, Inc.

Vallejo Neighborhood Housing Services Inc.

Both "Marina Towers" and "Friendship Estates" are subject to LIHPRHA restrictions.

The LIHPRHA Process

Although HUD regulations implementing LIHPRHA are not out yet, the legislation itself contained a fairly detailed description of the process to be followed by an owner wishing to prepay. Under LIHPRHA, an owner begins by filing a Notice of Intent. An Owner can file such Notice up to two years before his prepayment date. Both HUD and the owner then obtain project appraisals, with a third appraisal commissioned if HUD's and the owner's disagree. The appraisal determines the fair market value of the project as residential rental property, as well as the highest and best use, if different.

Based upon the appraisal, HUD calculates the rents necessary to provide an owner with an 8% annual return on the calculated equity. If HUD can provide the owner with this 8% return without exceeding federal cost limits (120% of the Section 8 Fair Market Rents or 120% of the local market rents if higher), the owner cannot prepay. If HUD cannot provide the owner with the 8% return, the owner may prepay but only after offering the project for sale to a "priority purchaser" (a nonprofit, local government agency, or tenants) for a 12-month period and to other buyers for the next 3 months if no priority purchaser steps forward.

- Where 8% Return is Possible

Where the 8% return on equity is possible, an owner files a Plan of Action requesting Incentives to provide the 8%, or offers the project the sale to priority purchasers. The key incentive is a project-based Section 8 contract with HUD-subsidized rents set high enough to provide the 8% to owners who stay in, or to cover debt service on an acquisition loan for new purchasers.

- Where the 8% Return is Not Possible

Where the 8% return is not possible and the owner offers the property for sale to priority purchasers, he/she must accept a bona fide offer to purchase the appraised value. If no offer is made within the proscribed time periods, the owner can prepay and the existing tenants receive portable Section 8 certificates or vouchers. Tenants who stay are held harmless at current rents for 3 years.

NEXT STEPS

Some owners filed Intents to proceed under the 1987 Act of LIHPRHA, as such these projects will need a local response for preservation. The City will establish an inventory of the projects that have filed and will establish a system of being informed by HUD of such notices. Under the LIHPRHA process the City should establish a policy that minimizes local costs but works with non-profit developers to maximize the use of LIHPRHA funds and resources. Until such time that the LIHPRHA program regulations are established the City can conduct a survey to assess the intent of the owners.

The City can only speculate as to what the future fair market rents will be. However, if we assume that a two bedroom unit will rent for approximately \$650 per month, and that the subsidized units which are subject to conversion rent for approximately \$475 per month, there will need to a rent subsidy of approximately \$175 per unit. Given the requirement for a two year lead time to convert, there are 212 units that could require a \$175 subsidy for six years, and 76 units that could require the same subsidy for five years. The total cost of retaining these 288 affordable rental units through this ten year planning period (until July 1, 2000) until is approximately \$289,100.

If these units are replaced with new units at an average cost of \$120,825 per unit, the total cost would be approximately \$34,797,600. (The average unit cost is the arithmetic mean of what a very low- and a low- income family of four could pay.)

It is unrealistic to assume that all of the units will need to be replaced; therefore the actual cost to maintain/replace these 288 units will be less then the amounts shown above.

Overcrowding

In 1980, only five percent of Vallejo's 29,010 occupied housing units, or 1,566 households, were overcrowded (defined as more than 1.01 persons/room). Renters accounted for 47 percent of the overcrowded units. The majority of new units have been larger than the City's older housing stock, suggesting that those large families without income constraints can find housing to accommodate their bedroom needs. Due to the general trend toward smaller households, the overcrowding problem is likely to become less prevalent in the future.

The overcrowding issue remains the most onerous for very-low income households who may not be able to afford the cost of a larger unit. However, based on the Housing Authority waiting list for Section 8 certificates, of the 820 families on the waiting list as of December 1989, less than half sought a unit with over two bedrooms, and only 50 families, representing six percent of the total, were interested in a unit with four bedrooms.

Energy Conservation Opportunities

Affordable energy is an essential component of affordable housing. Houses constructed after 1975 use about half as much energy as previously constructed homes because of California energy conservation standards. More recent standards are even more stringent. For new housing, state conservation standards, implemented as part of the Building Code, substantially reduce the cost of energy for homeowners.

Vallejo's sunny, mild weather provides an opportunity for energy conservation in the design of new dwelling units. Many developers are able to orient their projects for maximum solar benefits. The City's Planned Development Ordinance offers a density bonus for projects using solar systems. Due to the hilly terrain of the sites where most new subdivisions are being planned and developed, it is difficult to design street layouts for energy conservation. The need to upgrade sites in a manner such that housing costs remain reasonable takes precedence over solar design of the typical subdivision.

The substantial number of older structures in Vallejo often lack adequate insulation. In addition, these structures are much more likely to be occupied by lower-income families than the larger, newer houses. The City recognizes that energy conservation is an opportunity to make housing more affordable. The Community Development Block Grant (CDBG) low-interest loan programs offer loans for rehabilitation, including insulation for rental and owner-occupied units. Pacific Gas and Electric Company operates the Energy Partners Program (which replaced the Project Help Program in April, 1990). These programs offer residents energy conserving improvements such as insulation, weather stripping and new doors which can reduce heating bills by about 25 percent. Approximately 75 percent of the older homes have had attics insulated through one of the PG&E programs.

Energy conservation is a primary objective in the overall design of the community. New subdivisions incorporate the public transit and bicycle path systems. The City attempts to locate employment centers, services and schools with public transit in mind. Also, the City encourages home occupations as a means of conserving energy and accommodating the trend toward two income families.

VI. STATUS AND EVALUATION OF EXISTING PROGRAMS

This section summarizes the City's housing program achievements over the last five years. The 1984 Housing Element described 88 actions to address eight housing goals: affordability, special needs, conservation, balanced neighborhoods, choice, equal opportunity, historic preservation, and continuing programs. The overriding goals, policies and objectives for the City are still adequate and appropriate and no changes have been proposed. The policies have been modified, where appropriate, to quantify a five-year production goal. Further, a new program for first-time low/moderate-income home buyers was instituted in 1990, and several new programs are under consideration.

The first-time home buyer's program consists of a deferred second mortgage financed with redevelopment tax increment funds provided through the Redevelopment Agency's Affordable Housing Fund, and the Mortgage Credit Certificate Program (MCC's), which provides a federal income tax credit to qualifying purchasers. These combined programs result in a \$15,000 reduction in the effective home price for qualified buyers. Further, because the City is a recipient of Federal grant funds, the Department of Housing and Urban Development (HUD) requires that the City prepare an annual and three-year Housing Assistance Plan (HAP). The primary purposes of the HAP are to (1) identify housing needs, (2) set numerical goals for the number of affordable units the City will assist, and (3) to determine the programs the City will use to accomplish these goals. Information compiled in the HAP was also beneficial to the housing element update process.

Overall Production

As indicated in Table 14, existing programs and actions resulted in the production of 6,340 units during the 1984 through 1989 period, of which 267 were affordable to very-low income households, 900 were affordable to low-income households, 1,157 were affordable to moderate-income households and the remaining 4,016 were affordable to the above moderate income household. These production levels exceeded the ABAG regional housing share figures at every income level. Of the affordable units, 14 were in-law units (an in-law unit is a residential unit integrated within a single family home such as a ground floor apartment, or a detached unit of less than 700 square feet), 84 were units/beds in shelters or transitional housing, 109 consisted of new Section 8 rental vouchers and 41 very-low income units were provided at the Seabreeze apartment project which was financed with Bond Financing and a HODAG grant. Additionally, four new bond-financed apartment projects, with a total of 900 units, have market-rate rents that are theoretically affordable to the City's low-income tenants, based upon the previous affordability analysis.

Housing Rehabilitation

Since 1976, the Community Development Department has administered a housing rehabilitation loan program. The program provides a number of low-interest, deferred rehabilitation loans for owner and renter-occupied housing in low- and moderate-income neighborhoods. Between 1984 and 1990, 145 rehabilitation loans were issued, representing only half the five-year goal of 285 loans. On April 25, 1989, the City Council approved a revised residential rehabilitation loan program recommended by the Community Development Department staff. Changes include revised terms and more aggressive outreach. These revisions have already been reflected in a higher demand for loans with an accompanying increase in dollar volume. In addition to the City-assisted rehabilitation loans for lower-income residents, approximately 900 building permits were issued to private homeowners for housing renovations and additions. The City currently (1992) has approximately \$1,150,000 per year to invest in affordable housing loans programs. This amount is composed of Federal CDBG funds (\$200,000), State HOME funds (\$750,000), and City Redevelopment funds (\$200,000). The City is currently negotiating with various banks to obtain Community Reinvestment Act (CRA) funds. It appears that at least \$1 million and possible much more will become available from this source.

Vallejo Neighborhood Housing Services (VNHS) is a nonprofit organization involved in the production and rehabilitation of low- and moderate-income housing in the South Vallejo neighborhood. Their projects include rehabilitation, in-fill development and a paint program. Between January 1986 and December 1988, VNHS made \$600,000 in rehabilitation loans, and spent \$500,000 on special housing (including the development of a six-unit low/moderate-income townhome project), and spent \$34,000 on their paint grant program. VNHS recently changed their charter to establish a new nonprofit corporation, the Vallejo Affordable Housing Corp., to operate citywide.

Rental Subsidies

The Housing Authority of the City of Vallejo administers the Section 8 program. The City is a recipient of 977 Section 8 certificates and 108 Section 8 vouchers. All vouchers were received within the last four years. These programs provide rental subsidies to very low-income families and individuals in the private market. The Housing Authority and the building owner execute a contract to run concurrent with the lease. The Housing Authority makes direct payments to the owner or manager for its share of the rent; the tenant also makes direct payments for his/her share, which is generally about 30 percent of gross adjusted household income. The City's Housing Authority continues to play a proactive role in seeking additional rental subsidies for very-low income households. They anticipate being awarded a comparable or greater number of new vouchers over the subsequent five years.

Housing Rehabilitation

Table 14
Vallejo Housing Element
Evaluation of 1984 - 1989 Quantified Objectives

GOAL: HOUSING PRODUCTION AND AFFORDABILITY

New Construction	Five year Objective	Actual Performance	Comments
Very Low Income	205	267	Includes 109 new Section 8 rental vouchers and 87 SRO units.
Low Income	190	900	Includes new apartments with "low income" rents.
Moderate Income	440	1,157	Includes remaining multifamily units.
Above Moderate Income	2,225	4,016	Includes all single family homes.
TOTAL	3,060	6,340	

GOAL: PROVIDING HOUSING FOR RESIDENTS WITH SPECIAL NEEDS

New Construction	Five year Objective	Actual Performance	Comments
Homeless	na	87	SRO / Shelter units.
Domestic Violence	na	10	Beds for women in domestic violence shelters.
Disabled	na	150	Ramps installed for handicapped accessibility.
Elderly	na	45	Housing Department Rehabilitation loans issued.
Very Low Income	na	14	In-law units.

GOAL: HOUSING AND NEIGHBORHOOD CONSERVATION AND HISTORIC PRESERVATION

Housing Rehab	Five year Objective	Actual Performance	Comments
City-Sponsored	285	145	Program modified 12/89.
Private	465	900/yr	Building Department permits.
Demolitions	100	50	Approximate. Based on building permits.
Infrastructure	na	ongoing	CDBG funding for public improvements.

GOAL: BALANCED NEIGHBORHOODS, HOUSING CHOICE AND EQUAL OPPORTUNITY

Achieved

1. Added substantially to the City's moderate and above-moderate income housing stock, improving overall City identity and diversifying available housing types.
2. All discrimination cases are referred to the Human Rights Commission, legal aid, or other providers.

Residential Demolition

The City has identified some housing units which are dilapidated and cannot be rehabilitated. These generally vacant units pose a safety hazard to the community. As such, the City has a goal of demolishing those units which are beyond repair. These sites then become available for the development of a habitable residential unit. An estimated 50 percent of the residential demolitions goal was achieved. Based on estimates provided by the Building Division, approximately 50 residential units have been demolished since 1984. Until 1988, the precise number of demolitions was not readily quantifiable. The tracking system was recently upgraded to provide annual statistics on residential demolition activity. Based upon the housing conditions survey, the original goal may have overstated the need for total demolition.

Housing For Residents With Special Needs

The City was successful in providing a substantial number of units for residents with special needs. As indicated, within the last five years, the following housing was added for individuals with special needs: 87 SRO/shelter units; 10 beds for women seeking shelter from domestic violence; 150 handicapped ramps were added to public sidewalks; 30 percent of rehabilitation loans have been targeted to the elderly; and 14 in-law units were added.

Other accomplishments include the addition of a substantial number of new, more expensive housing. The increase in the City's moderate and above moderate income households is improving the City's identity and diversifying the available housing choices for Vallejo residents.

VII. CONSTRAINTS TO DEVELOPMENT

Governmental Constraints

The State's "Summary of the Standards Used in the Review of Local Housing Elements" says "the purpose of a constraints analysis is to identify those governmental and nongovernmental factors unique to the community that inhibit the development, maintenance, or improvement of housing." Following is a brief discussion of the factors that may impede development in Vallejo.

Reduced Federal Support

The most significant constraint to providing affordable housing is the declining amount of federal funds available for housing. Popular programs which had long supplemented local initiatives have all but dried up. Especially in light of the ever-increasing discrepancy between household incomes and home prices, cutbacks in federal funds have severely limited the scope and depth of the programs. The City of Vallejo has made a concerted effort to address local housing problems, but the extent of needed improvements exceeds the City's available resources.

Development Fees and Dedications

Like most communities, the City of Vallejo charges significant fees in order to pay the costs of infrastructure and services necessary for growth. A three-bedroom home which costs \$124,000 to build would be assessed about \$19,000 in fees and taxes as of March, 1990. An eight-unit apartment project would have fees of approximately \$63,000 (see Appendix A for breakdown of planning, building, utility and in-lieu fees). While this is a substantial amount, Vallejo's reasonable site development standards, availability of infrastructure, and positive attitude toward growth have made development in Vallejo very attractive when compared to communities with large minimum lot sizes, lack of infrastructure, and anti-growth policies.

The City's subdivision and grading ordinances affect the cost of development. However, these fees are based on standard engineering practices, and the Subdivision Map Act; therefore, they are not unique to Vallejo. Similarly, Vallejo operates under the Uniform Building, Housing, Mechanical, Plumbing, and Electrical Codes (all 1985 editions except Electrical, which is 1988 Edition), which most cities use in order to encourage state of the art construction techniques. By being up-to-date and consistent with other areas, Vallejo is probably reducing some costs and setting a reasonable standard of safety and quality. Vallejo has adopted the State Historic Building Code for construction involving qualified structures.

Infrastructure and Utilities

Aging infrastructure is an important constraint. In particular, it discourages in-fill development when the builder has to reconstruct sidewalks and other improvements. The City is continually rebuilding infrastructure, but the problem is larger than available solutions. Infrastructure is continually wearing out, and the City budget can only accommodate a limited amount of work every year.

Unfortunately, Vallejo has some unincorporated areas where the lack of code enforcement is having obvious and undesirable effects. Solano County does not have sufficient personnel to address the problems of dilapidated housing, construction without permits, people living in trailers, and similar problems in these areas. As a result, property owners in these areas do not have a great economic incentive to develop, maintain, or improve their property. The City of Vallejo adopted a redevelopment plan that will offer rehabilitation loans and other improvements to the Home Acres area. The City is establishing an interdepartmental code enforcement committee to address code enforcement issues within the City limits. Homeowners and renters will be apprised of the low-interest rehabilitation loan programs.

Discussions with the City's Water Division indicates that there is ample capacity to accommodate the growth forecast for the five-year planning period, however some of the larger, vacant parcels lack water lines. Due to the sloped terrain of many of the remaining parcels, it may be costly to provide the off-site improvements necessary to connect into the utilities. The Vallejo Sanitation and Flood Control District is currently operating at near capacity. The District is about to begin a study to reevaluate the plant's capacity. Based upon the results of this study, the State Water Quality Control Board may increase the capacity rating for the existing facilities. This rating increase is necessary for VSFCD to meet the needs of anticipated future development. The district also needs to replace and upgrade the existing transmission lines to meet the needs of existing and proposed development. In the subsequent five-year period (1995-2000), infrastructure will pose a more direct limitation on new development.

The City's schools are currently at capacity. An Educational Facilities Element of the General Plan was adopted in March 1990. Included are several approaches to addressing the overcrowding as well as accommodate the growth in enrollment anticipated in the coming years. An example of remedies currently being used or under consideration include designating, reserving and acquiring appropriate sites for new schools, a year-round schedule for existing schools, double-sessioned kindergartens, the purchase or lease of portable classrooms, capping the enrollment of the more overcrowded schools, and using other facilities such as libraries and cafeterias as classrooms. While most of these solutions are tolerable for in the short term, they are not create a positive learning environment. Therefore, new schools must be constructed to eliminate the existing overcrowded conditions and to meet the needs of the future developments.

Environmental and Open Space Policies

Vallejo is somewhat unique in its acquisition of open space. In addition to ordinary recreation facilities, the City has a long term plan for the acquisition and use of open spaces, such as ridge lines, wetlands, and other corridors. Some of these are intended to become part of a Countywide trail system. The cities of Vallejo and Benicia have a Buffer Zone Agreement whereby permanent open space has been preserved along the hills between the two communities. While there are definite costs to the community and the land owners in the acquisition of open space, the majority of open space Vallejo has preserved to date could not be easily or inexpensively developed.

One of the reasons housing in Vallejo is relatively inexpensive is the manner in which environmental requirements are handled. The City carries out the requirements of the California Environmental Quality Act (CEQA) and the National Environmental Policy Act (NEPA) with an efficient, expedient, and legally correct process. Where possible, the development of large areas is addressed via the Specific Area Plan (SAP/EIR) process so that in most cases individual subdivisions can be reviewed with a Negative Declaration. This process is designed to resolve environmental issues at the design stage rather than at the approval stage. While Vallejo's approach to CEQA and NEPA are clearly not a constraint to development, it is worth mentioning here because abuse of CEQA and NEPA has constrained development elsewhere in the State.

In summarizing governmental housing constraints in Vallejo, one can conclude those constraints specific to the community are necessary if the city is to continue growing. With a one-stop approach to applications, the development process is straight-forward and timely.

Nongovernmental Constraints

Ordinary nongovernmental constraints to housing such as financing costs, speculation, and labor costs are not specific to Vallejo and are not addressed here. Further, housing costs in general are considerably more affordable than that found in surrounding communities. The following are those constraints that are more unique to the City:

Historic Negative Image

One significant constraint Vallejo is overcoming is a negative image. Now that the City is committed to bringing new businesses to Vallejo, awareness about the good quality of life in Vallejo is growing throughout the Bay Area, and several thousand new houses have been added. However, the City has a high share of housing which needs immediate attention. This matter has impacts on the area's ability to attract retail businesses and dampens revitalization and infill development potential generally. The community is going through a transition to a more diverse income stratification; in fact, this is one of the goals of this housing element.

Historically Low Rent Levels

Rents in Vallejo are not very expensive. In fact, unlike most communities in the Bay Area, rent levels are affordable to the City's low-income population. Until the last four years, virtually no multifamily housing had been added since the early 1970's. The four new apartment projects built in the last five years were all financed with below-market rate mortgage revenue bonds, a program which was radically modified by the federal government in 1986, making it much more difficult to utilize. Lower rents also make it difficult to justify major repairs to rental housing. The multifamily housing stock in the newer areas is commanding higher rent levels.

Housing Discrimination

Although the issue of discrimination is not unique to Vallejo, it is an issue that the City feels it of great importance. Despite the City's efforts to combat this problem, it is recognized that discrimination does affect housing. Discriminatory practices affect the value of housing, availability of financing, and generally discourage maintenance and improvement of property. However, the City's Human Relations Officer responds to complaints of discrimination by referring a complainant to an appropriate agency for representation, or through direct tenant/landlord mediation. Fair housing practices are also encouraged through promoting conferences, classes, or round tables offered by the Solano County Property Owner's Association, Department of Real Estate, California Department of Fair Employment and Housing, and other organizations.

Age of the Housing Stock

With almost 15 percent of its housing built before 1940, the age of housing has a major influence on the ability of owners to maintain it. Even though the City offers low interest loans and other incentives, old housing simply means that a lot of maintenance is going to be needed.

Number of Home Care Facilities

Vallejo ranks third in the number of home care facilities per capita in California. These facilities are located in residential areas. State law prevents local governments from controlling these facilities, which serve up to six persons, in spite of numerous complaints to the effect that some of these businesses are not compatible with residential uses. (One exception to these regulations is limiting the development of home care facilities to more than 300 feet from another similar facility.)

Land Availability and Housing Prices

Vallejo has historically provided a relatively affordable supply of housing compared to the rest of the Bay Area. The City offered an ample supply of inexpensive, residentially zoned land, resulting in lower home prices. However, new home prices have been recently escalating due to two factors. First, with home prices throughout the Bay Area at an all time high, more and more moderate income and first-time home buyers are pushed further from the region's core. This phenomenon is registered in the current strong demand for new homes in Vallejo by buyers who commute to jobs in San Francisco.

Secondly, the inventory of vacant land is anticipated to be virtually depleted within the next 8 to 10 years. Many of the areas being developed at this time have environmental constraints. Steep and unstable slopes have been a problem in the north-eastern parts of the city, while bay mud and potential flooding present barriers in other locations. The environmental review process helps identify the most cost-effective approaches to these problems. However, the remaining large tracts of undeveloped land face even more difficult development hurdles.

Both these trends will fuel housing appreciation rates in these newer, more desirable neighborhoods. The rapidly escalating price of new homes in the City, in turn, is less likely to be affordable to many of Vallejo's prospective move-up buyers. By example, while the average home price in the older neighborhood is \$130,000, the lowest priced new home in Glen Cove is nearing \$300,000. The new first-time home buyer program will assist some prospective purchasers, but the resources are limited.

Further, discussion with multifamily residential developers indicates the typical construction cost of about \$55 to \$60 per square foot, resulting in an average cost of more than \$60,000 in hard costs alone for the construction of a prototypical two-bedroom, 1,000 square foot apartment or condominium. Assuming improved land costs of \$22,000 per lot, without any mark-up to reflect market conditions, the unit would sell for more than \$82,000. Debt service on this amount alone would require rents of more than \$719 per month (excluding all other costs). If a homebuyer were to put down 10 percent, a mortgage of \$73,800 would be required. Debt service on this amount (assuming a 30-year mortgage at 10 percent interest) would be \$720 per month. Comparing these figures to Vallejo's current income profile, lower-income households in the area would not be able to afford a new apartment or condominium. Thus, the only hope to encourage greater affordability is to promote the development of smaller units, offer financial incentives to reduce the cost of construction, or, as a last resort, relax development standards.

The availability of mortgage financing at interest rates comparable to surrounding communities was not found to be a problem in Vallejo. Discussions with the Vallejo Neighborhood Housing Service (NHS) and local banks indicated that eligible purchasers do have access to financing. Thus a more prevalent constraint relates to housing costs.

VIII. HOUSING GOALS, POLICIES AND OBJECTIVES

This section describes housing goals in eight areas: Affordability, Special Needs, Conservation, Balanced Neighborhoods, Choice, Equal Opportunity, Historic Preservation, and Continuing Housing Programs.

For each subject area there is a goal, a set of objectives, and a set of policies. A goal is a broad statement of what the community wants the future to be. Objectives are specific accomplishments within these goals. Some objectives have precise numbers, as in how many housing units the City needs to meet its goals. Other objectives, such as eliminating discrimination, are self-explanatory. The policies are statements of the City's approach to different issues.

The major goals that follow are generally consistent with those included in the previous housing element. However, based upon the evaluation of previous program achievements, several programs have been modified, expanded or eliminated. Further, a new first-time homebuyer program has been added. Major program modifications are noted in the following section.

New policies include under affordability: a policy to preserve federally-subsidized units subject to conversion to market rate rents. Under special needs, a policy has been added to expand housing opportunities for the elderly and handicapped. Under Housing and Neighborhood Preservation, policies (5) and (6) have been added. Finally, under Continuing Housing Programs, the City has adopted policy (6) to ensure consistency of the housing element with other elements of the general plan.

Actions or implementation programs to satisfy the identified goals and policies are included under the 1990-1995 Housing Program Section (page 56).

GOAL A - AFFORDABILITY

GOAL: On a citywide basis, provide a sufficient number of affordable housing units to meet the needs of current Vallejo residents and to provide a fair share of the market area housing needs.

Objectives:

1. On a citywide basis, increase the number of housing units for persons within the various household income levels to meet the need for additional housing during the 1990-1995 period. This objective is to add the following number and percent of housing units to the City's existing housing stock:

	<u>Very Low Inc.</u>	<u>Low Inc.</u>	<u>Mod. Inc.</u>	<u>Above Mod Inc.</u>	<u>Total</u>
Number of housing units to be added between 1990-1995:	413	295	2,947	2,239	5,894
Percent	7%	5%	50%	38%	100%

2. Obtain federal, state and local government resources as well as private sector resources to meet the objectives above. Local resources will include Redevelopment funds, CDBG monies, and Housing Authority reserves. The objective is to acquire the maximum amount of resources available to meet housing needs. Approximately half of the loans result in housing for very low income families, the other half assist low income families. The City expects to increase the number of loans and the number of new affordable units as our programs continue to develop and expand.

Number of Housing Units to be Added Between 1990-1995

	<u>Very Low Income</u>	<u>Low Income</u>	<u>Total</u>
Rehabilitation	75	75	150
New Vouchers/Certificates	63	62	125
New Construction	<u>275</u>	<u>158</u>	<u>433</u>
TOTAL	413	295	708

3. Preserve and increase the stock of rental and owner-occupied housing, especially housing affordable to low- and moderate-income households. In the event that the 642 units of federally-assisted rental units are subject to conversion to market rate housing, establish an intradepartmental task force to consider utilizing the local resources identified in policy #2 to preserve or replace the units.

Policies

1. Insist on every city in the Bay Area meeting its fair share of the regional need for affordable housing.
2. Encourage and assist in the development of housing that will help meet the objectives for adding new housing citywide at the income levels as outlined above.
3. Seek all available outside resources to help meet its objectives for the provision of housing at the various income levels as outlined above.
4. Take an active City role in providing information to local property owners and support the State and Federal legislative action that would provide financial incentives to maintain Federally-subsidized housing at risk of conversion to market-rate housing.
5. Periodically review development regulations, standards, and fees to ensure that: (a) they are not excessive, and (b) they are sufficient to finance the cost of infrastructure needed.
6. Encourage the use of planned residential development districts to provide a wide range of densities and housing types through innovative land development.
7. Provide through the Redevelopment Agency an affordable housing program for moderate-income first time home buyers.
8. Work cooperatively with local non-profit housing groups such as Vallejo Neighborhood Housing Services inc., Solano Affordable Housing Foundation, Mother Lode Housing Development Corporation, HAND, and the Rural Californi Housing Corp. that provide or maintain affordable housing.

GOAL B - SPECIAL NEEDS

GOAL: On a citywide basis, provide a sufficient number of housing units to meet the special needs of senior citizens, persons that are physically disabled or need special medical care, homeless, large families and female heads of households.

Objectives:

1. On a citywide basis, expand the supply of housing for senior citizens.
2. On a citywide basis, expand the supply of housing accessible to persons that are physically disabled.
3. On a citywide basis, expand the supply of new housing units for large households with lower incomes.
4. On a citywide basis, expand the supply of housing units and/or subsidies available to female headed households.
5. On a citywide basis, expand the supply of housing available to the homeless.

Policies

1. Encourage development proposals that provide housing for these special needs.
2. Continue to provide development bonuses (not to exceed the general plan maximum) or other comparable financial incentives for the construction of housing for the elderly, the physically disabled and for the homeless.
3. All residential developments shall meet the disabled requirements of the current Title 24 (i.e., one accessible unit for every 100 units or fraction thereof in projects containing more than 20 units).
4. Seek to increase the number of housing units and housing subsidies available to female headed households.
5. The City will explore the implications of revising the zoning ordinance to allow variances and other special considerations for handicapped and elderly housing.

GOAL C - HOUSING AND NEIGHBORHOOD CONSERVATION

GOAL: Conserve the existing housing stock and maintain residential areas as safe, attractive, and diversified neighborhoods with distinct identities serving a social and economic mix of residential uses.

Objectives

1. Review Neighborhood Development Plans.
2. Rehabilitate every dwelling unit that is suitable for rehabilitation. Work with the various housing groups to rehabilitate and conserve as many of the existing homes as possible. The objective is to rehabilitate 30 units annually through the City's loan programs. Encourage the private sector to upgrade additional units.
3. Demolish all dwelling units that cannot be rehabilitated so that hazards will be eliminated and land will become available for new housing. The objective is to demolish at least 20 structures annually.
4. Offer maximum housing rehabilitation assistance to low and moderate income households. This includes Community Development Block Grant (CDBG) funds, redevelopment financing, and other resources.
5. Convert vacant in-fill land and surplus, vacant non-residential properties to housing where feasible and economically desirable.
6. Replace infrastructure as needed to conserve older neighborhoods. Specific improvements are outlined in the capital improvement budgets of the City of Vallejo and the Vallejo Sanitation and Flood Control District.
7. Protect the character of the existing neighborhoods by preserving the existing lot sizes and requiring in-fill projects to be compatible with the existing neighborhoods.

Policies

1. Encourage the participation of neighborhood organizations and citizens in decisions on developments and public improvements.
2. Encourage rehabilitation over demolition.
3. Attempt to have demolished units replaced with new units.
4. Actively seek elimination of code violations to correct hazardous conditions.

5. Explore the adoption of a program under state law regarding eliminating the tax benefits for substandard housing.
6. Review home occupation requirements to ensure uses are not permitted which might not be compatible with the neighborhood.
7. Demolish hazardous structures at the owner's expense when owners fail to demolish hazardous buildings which cannot be rehabilitated.
8. Attempt to minimize dislocation of people as a result of rehabilitation and demolition.
9. Seek to acquire funding for rehabilitation from CDBG funds, the Redevelopment Agency's 20 percent Affordable housing set aside funds, State funds, and other sources.
10. Encourage in-fill development by reducing development fees and offering incentives programs.
11. Encourage and help fund the activities of non-profit organizations which provide affordable housing.
12. Encourage projects that will increase owner occupancy in the older neighborhoods.
13. Seek a change in State laws on residential care facilities to establish a per capita ceiling.

GOAL D - BALANCED NEIGHBORHOODS

GOAL: Develop a balanced residential environment with access to employment opportunities, community facilities, and adequate public and commercial services.

Objectives

1. Have convenient access to schools, parks, shopping, and transportation for neighborhoods.
2. Develop an identity for neighborhoods.
3. Provide different housing types and different housing densities that are designed to be compatible with surrounding neighborhoods throughout the community.

Policies

1. Review new developments for completeness and convenience to schools, parks, shopping, transportation, etc.
2. Review the design of new housing projects to prevent impacts on adjacent uses and to assure land use compatibility in the neighborhood.
3. Discourage monotonous, homogeneous sprawl. Developments that offer interesting environments that can create a positive image will be encouraged.
4. Promote a mixture of housing by type and tenure throughout the community.
5. Encourage neighborhood-oriented businesses in vacant non-conforming buildings on a case-by-case basis.
6. Use the Planned Development approach to create neighborhoods with a variety of complimentary and compatible uses which are unified by a common theme.
7. Underscore density bonus programs to encourage percentage of below-market rate units in new subdivisions.

GOAL E - HOUSING CHOICE

GOAL: Provide within the city a selection of housing by type, tenure and price.

Objectives:

1. Encourage the distribution of housing by type and tenure throughout the community.
2. Distribute housing subsidies throughout the community.
3. On a citywide basis, encourage the development of housing at all income levels.
4. Provide a range of locations for the placement of mobile homes and manufactured housing.
5. Prevent adverse impacts of condominium conversions.
6. Provide enough housing alternatives so that persons with different housing needs and different housing preferences can get the housing they need/prefer.

Policies

1. Encourage the development and rehabilitation of a wide range of housing types throughout the community.
2. Ensure that no neighborhood has a disproportionate share of subsidized housing.
3. As outlined in the affordability goal, encourage and promote the development of housing for all income levels, but no one project or development must provide housing for all income levels.
4. Allow mobile homes on permanent foundations and manufactured housing where they are architecturally compatible. Such housing will be discouraged in the Bay Terrace and Central City neighborhoods and on lots with more than 10 percent slope.
5. Closely review condominium conversion applications in terms of their impacts on housing choice, affordability, and balanced neighborhood goals.

GOAL F - EQUAL OPPORTUNITY

GOAL: Work to eliminate on a citywide basis all unlawful discrimination in housing with respect to age, race, sex, marital status, ethnic background, or other arbitrary factors, so that all persons can obtain decent housing.

Objectives

1. Eliminate all housing discrimination.
2. Investigate and resolve cases of reported apparent housing discrimination.
3. Develop awareness in the real estate, development, and financing communities of housing discrimination so that the problem can be more effectively dealt with.

Policies

1. Take an active role in fighting discrimination.
2. Offer a discrimination referral service.
3. Attempt to resolve tenant/landlord disputes by advising parties of their rights and obligations.
4. Participate in the Fair Housing Resources Board to fight discrimination and promote affirmative marketing.
5. Refuse to do business with any firm or organization that engages in discrimination.

GOAL G - HISTORIC PRESERVATION

GOAL: Preserve and improve historically and architecturally significant structures and neighborhoods.

Objectives

1. Develop pride and awareness of Vallejo's heritage, both locally, and elsewhere.
2. Assist property owners in the restoration of significant buildings.
3. Protect significant buildings from exterior alterations that would diminish their historic or architectural significance.
4. Prevent the demolition of significant buildings when it is economically feasible to restore them.

Policies

1. Promote Vallejo's heritage.
2. Assist property owners in their restoration efforts. This includes providing information on preservation resources and assisting in the placement of structures on the National Register of Historic Places.
3. The City will regulate changes in the exteriors of structures in the Heritage District, Historic District, and designated City Landmarks to enhance the value of Vallejo's heritage.
4. The City will seek private and public funding for historic preservation.
5. The State Historic Building Code will be used as permitted by State law and the State Architect's Office on any structure on the Historic Resources Inventory or in the Architectural Heritage and the St. Vincent's Historic Districts.

GOAL H - CONTINUING HOUSING PROGRAM

GOAL: Develop and implement a continuing housing program to carry out the Housing Element.

Objectives

1. Receive sufficient citizen input in the development and implementation of the Housing Element.
2. Implement the goals and objectives of the Housing Element.
3. Update the Housing Element as needed. A new Housing Element will be adopted in 1995.

Policies

1. Maintain statistics on housing and population growth, vacant land, and progress made under the objectives of the Housing Element.
2. Participate in federal and State census activities.
3. Continue to work with other local governments and the State and federal governments to coordinate objectives and meet housing needs.
4. Implement the goals and objectives of the Housing Element through the activities of the Housing Action Program.
5. Solicit citizen input in the implementation of the Housing Element.
6. Ensure consistency of the Housing Element with other elements of the General Plan.

IX. HOUSING ACTION PROGRAMS

Affordability Programs

<u>Program Name</u>	<u>Description of Action</u>	<u>Responsible Agency</u>	<u>Five Year Planning Period</u>
1. First-Time Home buyers Program	Deferred second mortgage and Mortgage Credit Certificate. New program.	Economic Development Department	120 MCC loans/year; 30 with 2nd mortgages. Currently in use.
2. Section 8 Rental Subsidy	Continue to apply for maximum number of additional vouchers for subsidy of rents for low-income families.	Housing Authority	25 or more new vouchers/yr. Ongoing
3. Section 8 Rental Subsidy	Apply for participation in the Family Self Sufficiency Program.	Housing Authority	New program underway.
4. Section 8 Rental Subsidy	Participate in the Shelter Care Program.	Housing Authority	New program underway.
5. Section 8 Rental Subsidy	Use Tax Exempt Bond Financing to achieve additional rental housing.	Redevelopment Agency	Ongoing

<u>Program Name</u>	<u>Description of Action</u>	<u>Responsible Agency</u>	<u>Five Year Planning Period</u>
6. Preservation of Federally Subsidized Housing	Lobby for continuing Federal support for at risk housing. New program.	Housing Authority Community Dev. Economic Dev.	Provide support on Plans of Action and develop alternative strategies should federal subsidies be eliminated, including considering utilizing redevelopment set-aside funds, CDBG monies and Housing Authority reserves for same.
7. Site Selection Assistance	Staff assists developers find suitable building sites through provision of vacant land inventory data.	Planning Div. Economic Development Dept.	Ongoing
8. One Stop Processing	Planning Div. & Building Div. coordinates all permits needed for development.	Planning Div.	Ongoing
9. Pre-application Review	Staff provides preliminary review of applications to identify potential problems, avoid unnecessary delays and to explore options for incorporating affordable housing component. Expanded action.	All pertinent agencies such as: Planning Div. Building Div. Public Works Dept. Fire Dept., VSFCD, PG&E, Pac Bell and School District	By July 1, 1993 City to prepare sheet summarizing available incentive programs to be dispersed with planning applications.

<u>Program Name</u>	<u>Description of Action</u>	<u>Responsible Agency</u>	<u>Five Year Planning Period</u>
10. Affordable Housing	Grant density bonus or other incentives for low and moderate income housing as required by State law.	Planning Division	By June 30, 1994 Review and amend local ordinances as necessary.
11. Mixed-Use Development	Staff will encourage and support the construction of additional housing as a part of mixed-use developments through use of PD zoning.	Planning Division	Ongoing, Sky Valley & North gate, 2 large projects under construction, incorporate mixed land uses. Through PD zoning.
12. Permanent Mobile Homes	Zoning Ordinance permits mobile homes on single family lots.	Planning Division	Ongoing
13. Review Ordinance Standards	Review and revise ordinance standards as needed.	Planning Div. Public Works Department	Biennial review
14. Waiver of Fees for Infill	Certain fees waived for development under infill definition.	Planning and Building Divisions	By June 30, 1993 review and amend local ordinance as necessary. Currently, redevelopment Agency pays fees.
15. Energy Conservation for new subdivisions	Zoning Ordinance encourages the evaluation of all tentative map proposals to ensure efficient street layout, bike and pedestrian paths.	Planning Division	Ongoing

<u>Program Name</u>	<u>Description of Action</u>	<u>Responsible Agency</u>	<u>Five Year Planning Period</u>
16.Mobile Home Rent Review	Board arbitrates landlord/tenant disputes.	City Manager's Office	Ongoing
17.Bond Programs	Offer below market rate financing for rental construction.	City & State	Ongoing Considered on request.
18.California Housing Finance Agency First-Time Buyer Program	Provide low-interest loans for first-time home buyers. City uses Tax Exempt Bonds, Mortgage Credit Certificates, Deferred Silent Seconds, Seller Financed Mortgages, etc.	Economic Development Department	Ongoing
19.ABAG Housing Needs Determination	Work with ABAG and other cities to achieve equitable housing patterns.	Planning Division	Ongoing
20.Increase allowed densities	As part of Land Use Element update, identify areas where the the density can be increased to provide more affordable units. New action.	Planning Division	Initiate Public Hearing review process. Determination by 7/ 1/ 93.

Special Needs Program

1. Second Family Residential Ordinance	Zoning Ordinance changed to allow second unit for elderly or handicapped persons.	Planning Division	3 units/year Ongoing
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<u>Program Name</u>	<u>Description of Action</u>	<u>Responsible Agency</u>	<u>Five Year Planning Period</u>
2. Special Projects	Funding for special projects such as in-fill developments, senior housing, non-profit housing are funded by the Redevelopment Agency, Affordable Housing Funds, and CDBG funds.	Economic Development Department	\$350,000 in Redevelopment funds set aside.
3. Density Bonus for Senior Housing	Bonus of one unit per two senior units provided under Planned Development Ord.	Planning Division	By 1/ 1/1993 prepare program description sheet to be handed out in planning application materials.
4. Parking Requirements	Explore reduction in number of required spaces.	Planning Division	By January, 1994 prepare report to PC & CC.
5. HUD 202 Elderly and Disabled	Assistance via low interest loans to non-profit organizations for new loan construction or to rehabilitate existing residences.	HUD	Solicit nonprofit organizations for interest in program Ongoing.

<u>Program Name</u>	<u>Description of Action</u>	<u>Responsible Agency</u>	<u>Five Year Planning Period</u>
6. Barrier-Free Subdivisions	City installs new ramps in existing neighborhoods.	Public Works Department	150 curbcuts in existing neighborhoods.
7. Female-headed Household Assistance	Continue to encourage the development of day-care facilities in appropriate locations.	Planning Division, City of Vallejo Interagency Child Care Task Force	Task Force created. Ongoing.
8. Female-headed Household Assistance	Encourage the production of family housing suitable for female-headed households through the use of density bonuses, financial assistance, and reduced development standards where appropriate. New Action.	Planning and Community Development Division	Adopt appropriate ord. by 7/1/93.
9. SRO Assistance	Review zoning ordinance and consider amendments as appropriate to facilitate the development of SROs. New Action.	Planning Division	Status report by 1/1/93.

Conservation Programs

<u>Program Name</u>	<u>Description of Action</u>	<u>Responsible Agency</u>	<u>Five Year Planning Period</u>
1. Residential Rehab Loans	Low-interest loans for rehabilitation of low/mod. income rental and owner occupied housing.	Community Development Division	30 per year.
2. Neighborhood Housing Services Inc. (NHS)	Private non-profit agency for new housing construction, rehabilitation, and homeowner assistance in South Vallejo.	NHS, Community Development Division	10 paint grants/yr, 10 rehab loans per year, 2 new units per yr.
3. Vallejo Affordable Housing Corp.	City will establish private non-profit agency, identify projects and provide funding for new housing construction, rehabilitation, and homeowner assistance citywide.	NHS, Community Development Division	Establish program by May 1993
4. Citizen Participation	Involve neighborhood groups in decisions on developments and major improvements.	Planning Division	Ongoing
5. Neighborhood Plan Implementation	Implement projects identified in neighborhood development plans.	Community Development, Planning Division	Ongoing

<u>Program Name</u>	<u>Description of Action</u>	<u>Responsible Agency</u>	<u>Five Year Planning Period</u>
6. Infra-structure Improvements	Miscellaneous public improvements to upgrade residential areas.	Public Works Department, Community Development Division VSFCD.	Ongoing
7. Design Review of converted houses	Encourage residential appearance in houses converted to business uses.	Planning Division	Ongoing
8. Small Lot Subdivision	Ordinance allows small lots in return for rehabilitation and owner occupancy.	Planning Division	Ongoing
9. Denial of State Tax Benefits	Adopt program to eliminate land-lord's state tax benefits if they refuse to fix code violations.	Building Division	Adopt program guidelines by 12/31/92
10. Southeast Vallejo Redevelopment Project	Rehabilitate homes and construct needed public improvements.	Redevelopment Agency	Ongoing
11. State Route 37/Mini/Fair-grounds Redevelopment Project	Construct public improvements	Redevelopment Agency	Ongoing

<u>Program Name</u>	<u>Description of Action</u>	<u>Responsible Agency</u>	<u>Five Year Planning Period</u>
12.Flosden Redevelopment Project (Original)	Rehabilitate homes and construct needed public improvements.	Redevelopment Agency	Ongoing
13.Vallejo Central Redevelopment Project	Rehabilitate homes and construct needed public improvements.	Redevelopment Agency	Ongoing
14.Comprehensive Building Code Complaint System	Follow-up and and resolve complaints related to building conditions and code violations.	Building Division	Resolve 20/yr. The City hired a code enforcement officer.
15.Code Enforcement	Abate code violations which deteriorate the quality of the existing housing stock.	Planning Division	The City hired a new employee to expand current efforts.
16.Restoration Area Program	Using CDBG funds work with property owners to eliminate code violations and restore quality of target neighborhoods.	Community Development Department	Program begun in 1989, ongoing
17.Pilot neighborhood upgrade program	Interdepartmental effort to work with neighborhood to correct existing deficiencies through rehab loans and City resources. new program.	Community Development Division, Fire Dept. & Police Dept.	Upgraded 100 block of Kentucky St. Program expanded to the 200 block.

Balanced Neighborhoods

<u>Program Name</u>	<u>Description of Action</u>	<u>Responsible Agency</u>	<u>Five Year Planning Period</u>
1. Insure Housing Variety (by type and tenure)	All development proposals are reviewed in light of this objective.	Planning Division	Ongoing
2. Specific Area Plans	Implement via the development process.	Planning Division	Ongoing
3. Planned Developments	Planned Development ordinance encourages mixed use projects by providing additional investment opportunities for the developer.	Planning Division	Ongoing
4. Neighborhood Nonconforming Use Ordinance	Ordinance allows certain neighborhood businesses in non-conforming buildings.	Planning Division	Ongoing
5. Development Agreements	Agreements are negotiated to provide varied development.	Planning Division	Ongoing

Housing Choice Programs

1. Insure Housing Variety (by type and tenure)	Review development proposals and permit statistics to assess situation.	Planning Division	Ongoing
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<u>Program Name</u>	<u>Description of Action</u>	<u>Responsible Agency</u>	<u>Five Year Planning Period</u>
2. Encourage Large Lot Development	Insure that infill developments are compatible with established neighborhoods.	Planning Division	Ongoing
3. Condominium Conversion Ordinance	Ordinance intended to minimize negative impacts on rental market.	Planning Division	Ongoing
4. Community Housing Resource Board	Local realtors engage in affirmative marketing program.	Local realtors HUD	Ongoing
5. Discrimination Referral Service	City referral for complaints regarding housing discrimination.	City Manager's Office/Human Relations Coordinator	Ongoing
6. Discrimination in Advertising Investigation	City investigates advertisements that indicate discrimination.	City Manager's Office/Human Relations Coordinator	Ongoing
7. Tenant Landlord Mediation	City attempts to resolve tenant landlord disputes.	City Manager's Office/Human Relations Coordinator	Ongoing
8. Mobile Home Park Anti-Discrimination Program	If discrimination law is altered mobilehomes, City will act.	City Manager's Office/Human Relations Coordinator	Ongoing
9. Mobile Home Park Conversion	Discourage conversion of mobile home parks to alternative use.	Planning Division	Review and update the City's ordinances as necessary to comply with State Law.

Historic Preservation Programs

<u>Program Name</u>	<u>Description of Action</u>	<u>Responsible Agency</u>	<u>Five Year Planning Period</u>
1. Historic Building Code	Building Official uses this more lenient code to facilitate rehabilitation.	Building Official	Ongoing
2. Architectural Heritage District	Zoning Ordinance protects appearance of this National Register District.	Planning Division	Ongoing
3. St. Vincent Historic District	Zoning Ordinance protects appearance of this historic area.	Planning Division	Ongoing
4. Landmark Designation	Significant structures are designated by the Architectural Heritage and Landmark Commission.	Planning Division	Ongoing
5. Restoration Reference	Staff maintains a file of restoration materials and services to assist owners.	Planning Division	Ongoing
6. Awareness Letter	Annual letter from Heritage Commission to property owners in the districts.	Planning Division	Ongoing

<u>Program Name</u>	<u>Description of Action</u>	<u>Responsible Agency</u>	<u>Five Year Planning Period</u>
7. Mills Act	Allow property tax reduction for qualified Historic properties. New Action	Planning Division	Ongoing

Continuing Housing Programs

1. Residential Site Inventory	Update inventory of residential sites	Planning Division	Will be updated annually. Most recent, 4/92
2. Commercial sites for residential use	Conduct land reuse study as a part of updating the Land Use Element of the General Plan.	Planning Division	Establish criteria and compile inventory of appropriate sites. Update annually.
3. Housing Element Statistics	Maintain statistics per the objectives and programs of the Housing Element.	Planning and Building Divisions	Ongoing
4. Growth Statistics	Collect and publish statistics on population and economic changes	Planning Division	Ongoing
5. Census	Participate in 1990 Census	Planning Division	Ongoing
6. Dialogue on Housing Needs Determination	Continue to work with ABAG & other cities towards equitable distribution.	Planning Division	Ongoing

<u>Program Name</u>	<u>Description of Action</u>	<u>Responsible Agency</u>	<u>Five Year Planning Period</u>
7. Citizen Participation in housing policies	Citizen input in adoption and updating of Housing Element.	Planning Division	Ongoing
8. Public Improvements	The City will, when appropriate assist in the financing of public improvements to upgrade lower income neighborhoods. New Action.	Public Works and Building Divison	Ongoing
9. Construction Statistics	Monitor planning and building permits.	Planning Division	Ongoing. Will be updated annually.
10. Annual program review	Review the action programs in the Housing Element to identify whether or not programs are being adequately implemented. New Action.	Community Development & Redevelopment Departments	Ongoing

APPENDIX A
SUMMARY OF PLANNING AND DEVELOPMENT FEES
NEW RESIDENTIAL UNITS

FEE	AMOUNT PER UNIT	ADDITIONAL COSTS PER UNIT	COMMENTS
TOTAL FEES:			
TYPICAL SINGLE FAMILY HOME ⁶	\$ 19,907		
8 UNIT MULTI-FAMILY BUILDING ⁷	\$113,638		
I. PLANNING DIVISION:			
1. SITE DEVELOPMENT FEE:			
Subdivision	\$ 538	\$ 105	
Planned Development			
Master Plan/Unit Plan			
Approval	\$ 3,455		
2. NEGATIVE DECLARATION	\$ 212		
3. ENVIRONMENTAL IMPACT REPORT			15% of contract
4. TENTATIVE MAP APPROVAL	\$ 1,080	\$ 20	Over 4 units
II. WATER DEPARTMENT:			
1. WATER FEE-SINGLE FAMILY			
Water Facility Tax	\$ 1,500		
Elevated Storage Fee	\$ 500		
Meter Set (5/8 inch)	\$ 1,149		
2. WATER FEE-DUPLEX			
Water Facility Tax	\$ 2,046		
Elevated Storage Fee	\$ 685		
Meter Set (3/4 inch)	\$ 1,184		
3. WATER FEE-APARTMENT			
(based on ave. 8 unit bldg.)			
Water Facility Tax	\$ 8,341		
Elevated Storage Fee	\$ 2,365		
Meter Set (2 inch)	\$ 3,234.50		

⁶Based on permit costs for a typical 1,800 sq. ft. 3-bedroom single family home outside of the Glen Cove area. assuming Negative Declaration and a construction cost of \$124,200. Does not include Public Works fees.

⁷Based on permit costs for an average 8 unit building assuming Negative Declaration. 4 1-bedroom and 4 2-bedroom units averaging 850 sq. ft. The parcel size is assumed to be .5 acres and the cost of construction is assumed to be \$69/sq. ft. Does not include Public Works fees.

APPENDIX A
SUMMARY OF PLANNING AND DEVELOPMENT FEES
NEW RESIDENTIAL UNITS

FEE	AMOUNT PER UNIT	ADDITIONAL COSTS PER UNIT	COMMENTS
III. BUILDING DEPARTMENT:			
1. STATE EARTHQUAKE FEES	\$ 1.25		Per \$10,000 valuation excluding the first
2. PARK & RECREATION FEES			
1-Bedroom or effie. unit	\$ 792		
2-Bedroom	\$ 1,056		
3-Bedroom	\$ 1,320		
4-Bedroom	\$ 1,848		
5-Bedroom	\$ 2,375		
3. SCHOOL IMPACT FEES	\$ 1.65		Per square foot
4. EXCISE TAX	\$ 3,262		
5. BUILDING PERMIT FEE ⁸ (per 1988 U.B.C.)			
Example - \$120,000	\$ 640		
Example - \$500,000	\$ 2,039		
6. PLAN CHECK FEE (65% of Building Permit Fee)			
Example - \$120,000	\$ 416		
Example - \$500,000	\$ 1,325		
7. ELECTRICAL PERMITS			
(based on 1,800 sq. ft.)	\$ 85		
(based on 8 units @ 850)	\$ 320		
8. PLUMBING PERMITS			
(based on 1,800 sq. ft.)	\$ 65		
(based on 8 units @ 850)	\$ 234		
9. MECHANICAL PERMITS			
(based on 1,800 sq. ft.)	\$ 42		
(based on 8 units @ 850)	\$ 122		
10. TRANSPORATION IMPACT MITIGATIONS			
Single family	\$ 2,586		per unit
Multi-family	\$ 1,615		per unit

⁸Fees vary based on a formula of construction costs. The above represents a current typical home cost.

APPENDIX A
SUMMARY OF PLANNING AND DEVELOPMENT FEES
NEW RESIDENTIAL UNITS

FEE	AMOUNT PER UNIT	ADDITIONAL COSTS PER UNIT	COMMENTS
IV. SANITATION & FLOOD CONTROL DISTRICT:			
1. SEWER FEE (Single Family)			In the city
Sanitary Sewer	\$ 1,350		
Storm Drain	\$ 3,130		
Application & Plan Check	\$ 175		
2. SEWER FEE (Multi-Family)			In the city
Sanitary Sewer	\$ 1,350	\$ 3,130	
Storm Drain	\$18,780		per acre
Application & Plan Check	\$ 175		
3. SEWER FEE (Single Family)			In Glen Cove (draining directly into Carquinez Strait)
Sanitary Sewer	\$ 1,350		
Storm Drain	\$ 570		
Application & Plan Check	\$ 175		
V. PUBLIC WORKS DEPARTMENT:			
1. ENGINEERING & INSPECTION (5% of the costs of the Public Improvements)			
2. GRADING PERMIT FEE			(Based on the amount of grading required)
50- 1,000 cubic yards	\$ 100		
1,000-50,000 cubic yards	\$ 100		Plus 1% of work
750,000 cubic yards	\$ 800		Plus 0.5% of work
VI. FIRE DEPARTMENT			
1. SINGLE FAMILY			
Occupancy Inspection	\$ 25		
Plan Review	\$ 50		
Automated Fire Sprinkler	\$ 90		
2. MULTI-FAMILY			
Occupancy Inspection	\$ 25		
Plan Review	\$ 50		
Automated Fire Sprinkler	\$ 340		

Note: Fees updated on or before April 1992

APPENDIX B

GLOSSARY OF TERMS

"Accessible Housing": Units that are accessible and adaptable to the needs of the physically disabled.

"Affordable Housing": The generally accepted measure of affordable housing means spending no more than 25-33% of one's gross income on housing costs. For example, a beginning school teacher earning \$20,000 per year can afford to pay up to \$550 per month for housing. A beginning policeman or fire fighter earning \$26,000 per year can afford up to \$715 per month.

"Affordable Units": All dwelling units made available at prices or rents below market-rate. Affordable units include units affordable to households with very low-income, low-income, and moderate-income.

"Employed Resident": A worker who lives in a given location but could work anywhere.

"Employee": Someone who works at a given location. Workers with routes (travelling salespersons, etc.) are considered employees at the place where they are dispatched from.

"Family": A group of people related by blood or marriage. Not to be confused with "household".

"Household": One or more persons who share a dwelling unit. Not to be confused with "family".

"Housing Need": A local share of the regional housing units assumed by the Association of Bay Area Governments (ABAG) to be "needed." Housing need is distinguished from housing demand, which is sensitive to the marketplace. Housing projections represent probable (rather than desired) levels of housing activity in each jurisdiction of the Bay Area.

"Housing Unit": The official nomenclature of the U.S. Census. A housing unit must have a separate entrance from other housing units but need not have separate kitchen facilities.

"Infrastructure": The grid of public capital improvements (roads, water and sewer) that is necessary to make urban development (including housing) occur. Essential infrastructure is that infrastructure which must be in place for the house to be habitable.

"Low-Income Households": Households earning 50-80% of the median household income.

"Market-Rate Units": Market-rate units are those dwelling units available at prices or rents at or above market-rate, which are those prices or rents determined by the marketplace. When market prices or rents are bid up, many households are unable to compete for housing in the marketplace.

"Median Household Income": The middle point at which half of the City's households earn more and half earn less. Estimated at \$37,500 in Vallejo as of January, 1990.

"Moderate Income Households": Households earning 80-120% of the median household income.

"Persons per Household (PPH)" The statistical average number of persons in a household.

"Second Unit": A separate dwelling unit that is either attached to another dwelling unit or completely detached from another dwelling unit.

"Very Low Income Households": Households earning less than 50% of the median household income.

"Unit": A basic way of counting homes. The number of units is the number of homes.

APPENDIX C
INITIAL STUDY AND NEGATIVE DECLARATION

CITY OF VALLEJO

ENVIRONMENTAL CHECKLIST FORM

(To Be Completed by Lead Agency)

A. BACKGROUND

1. Name of Proponent City of Vallejo, Planning Division
2. Date Checklist Prepared June 15, 1990
3. Name or Description of Proposal Housing Element of the Vallejo General Plan
4. Location of Proposal City of Vallejo
5. Application File No. Resolution of Intention #90-04
6. Planning Staff Contact Person Richard Schneider

B. ENVIRONMENTAL IMPACTS (see attached sheets for explanation of "yes" and "maybe" answers)

- | | <u>YES</u> | <u>NO</u> |
|---|------------|-----------|
| 1. <u>EARTH.</u> Will the proposal result in: | | |
| a. Unstable earth conditions or change in geologic substructures? | <u>X</u> | ___ |
| b. Disruptions, displacements, compaction, or over-covering of the soil? | <u>X</u> | ___ |
| c. Change in topography or ground surface relief features? | <u>X</u> | ___ |
| d. The destruction, covering, or modification of any unique geologic or physical features? | <u>X</u> | ___ |
| e. Any increase in wind or water erosion of soils, either on or off the site? | <u>X</u> | ___ |
| f. Changes in deposition or erosion of beach sands, or changes in siltation, deposition, or erosion which may modify the channel of a river or stream or the bed of the ocean or any bay, inlet, or lake? | <u>X</u> | ___ |

	<u>YES</u>	<u>NO</u>
g. Exposure of people or property to geologic hazards such as earthquakes, landslides, mudslides, ground failure or similar hazards?	<u>X</u>	<u> </u>
2. <u>AIR</u> . Will proposal result in:		
a. Substantial air emissions or deterioration of ambient air quality?	<u>X</u>	<u> </u>
b. The creation of objectionable odors?	<u> </u>	<u>X</u>
c. Alteration of air movement, moisture, or temperature, or any change in climate, either locally or regionally?	<u> </u>	<u>X</u>
3. <u>WATER</u> . Will proposal result in:		
a. Changes in currents, or the course of direction of water movements, in either marine or fresh waters?	<u> </u>	<u>X</u>
b. Changes in absorption rates, drainage patterns, or the rate and amount of surface runoff?	<u>X</u>	<u> </u>
c. Alterations to the course or flow of flood waters?	<u>X</u>	<u> </u>
d. Change in the amount of surface water in any water body?	<u> </u>	<u>X</u>
e. Discharge into surface waters, or in any alteration of surface water quality, including but not limited to temperature, dissolved oxygen, or turbidity?	<u> </u>	<u>X</u>
f. Alteration of the direction or rate of flow of ground water?	<u> </u>	<u>X</u>
g. Change in the quality of ground waters, either through direct additions or withdrawals, or through interception of an aquifer by cuts or excavation?	<u> </u>	<u>X</u>
h. Substantial reduction in the amount of water otherwise available for public water supplies?	<u> </u>	<u>X</u>
i. Exposure of people or property to water related hazards such as flooding or tidal waves?	<u>X</u>	<u> </u>

	<u>YES</u>	<u>NO</u>
4. <u>PLANT LIFE</u> . Will the proposal result in:		
a. Change in the diversity of species, or number of any species of plants (including trees, shrubs, grass, crops, and aquatic plants)?	<u>X</u>	_____
b. Reduction of the number of any unique, rare, or endangered species of plants?	<u>X</u>	_____
c. Introduction of new species of plants into an area, or in a barrier to the normal replenishment of existing species?	<u>X</u>	_____
d. Reduction in acreage of any agricultural crop?	<u>X</u>	_____
5. <u>ANIMAL LIFE</u> . Will the proposal result in:		
a. Change in the diversity of species, or numbers of any species of animals (birds, land animals, including reptiles, fish and shell fish, benthic organisms or insects)?	<u>X</u>	_____
b. Reduction of the numbers of any unique, rare, or endangered species of animals?	<u>X</u>	_____
c. Introduction of new species of animals into an area, or result in a barrier to the migration or movement of animals?	<u>X</u>	_____
d. Deterioration to existing fish or wildlife habitat?	<u>X</u>	_____
6. <u>NOISE</u> . Will the proposal result in:		
a. Increases in existing noise levels?	<u>X</u>	_____
b. Exposure of people to severe noise levels?	<u>X</u>	_____
7. <u>LIGHT and GLARE</u> . Will the proposal produce new light and glare?	<u>X</u>	_____
8. <u>LAND USE</u> . Will the proposal result in a substantial alteration of the present or planned land use of an area?	<u>X</u>	_____

		<u>YES</u>	<u>NO</u>
9.	<u>NATURAL RESOURCES.</u> Will the proposal result in:		
a.	Increase in the rate of use of any natural resources?	<u>X</u>	<u> </u>
b.	Substantial depletion of any nonrenewable natural resource?	<u>X</u>	<u> </u>
10.	<u>RISK OF UPSET.</u> Will the proposal involve:		
a.	A risk of explosion or the release of hazardous substances (including, but not limited to, oil, pesticides, chemicals, or radiation) in the event of an accident or upset conditions?	<u>X</u>	<u> </u>
b.	Possible interference with an emergency response plan or an evacuation plan?	<u> </u>	<u>X</u>
11.	<u>POPULATION.</u> Will the proposal alter the location, distribution, density, or growth rate of the human population of an area?	<u>X</u>	<u> </u>
12.	<u>HOUSING.</u> Will the proposal affect existing housing, or create a demand for additional housing?	<u>X</u>	<u> </u>
13.	<u>TRANSPORTATION/CIRCULATION.</u> Will the proposal result in:		
a.	Generation of substantial additional vehicular movement?	<u>X</u>	<u> </u>
b.	Effects on existing parking facilities, or demand for new parking?	<u>X</u>	<u> </u>
c.	Substantial impact upon existing transportation systems?	<u>X</u>	<u> </u>
d.	Alterations to present patterns of circulation or movement of people and/or goods?	<u>X</u>	<u> </u>
e.	Alterations to waterborne, rail or air traffic?	<u> </u>	<u>X</u>

	<u>YES</u>	<u>NO</u>
f. Increases in traffic hazards to motor vehicles, bicyclist, or pedestrians?	<u>X</u>	<u> </u>
14. <u>PUBLIC SERVICES</u> . Will the proposal have an effect upon or result in a need for new or altered governmental services in any of the following areas:		
a. Fire Protection?	<u>X</u>	<u> </u>
b. Police Protection?	<u>X</u>	<u> </u>
c. Schools?	<u>X</u>	<u> </u>
d. Parks or other recreational facilities?	<u>X</u>	<u> </u>
e. Maintenance of public facilities, including roads?	<u>X</u>	<u> </u>
f. Other governmental services?	<u>X</u>	<u> </u>
15. <u>ENERGY</u> . Will the proposal result in:		
a. Use of substantial amounts of energy?	<u>X</u>	<u> </u>
b. Substantial increase in demand upon existing sources of energy, or require the development of new sources of energy?	<u>X</u>	<u> </u>
16. <u>UTILITIES</u> . Will the proposal result in a need for new systems, or substantial alterations to the following utilities?		
a. Power or natural gas?	<u>X</u>	<u> </u>
b. Communications systems?	<u>X</u>	<u> </u>
c. Water?	<u>X</u>	<u> </u>
d. Sewer or septic tanks?	<u>X</u>	<u> </u>
e. Storm water drainage?	<u>X</u>	<u> </u>
f. Solid waste and disposal?	<u>X</u>	<u> </u>

- | | <u>YES</u> | <u>NO</u> |
|--|-------------|-------------|
| 17. <u>HUMAN HEALTH.</u> Will the proposal result in: | | |
| a. Creation of any health or potential health hazard (excluding mental health)? | <u>X</u> | <u> </u> |
| b. Exposure of people to potential health hazards? | <u>X</u> | <u> </u> |
| 18. <u>AESTHETICS.</u> Will the proposal result in the obstruction of any scenic vista or view open to the public, or will the proposal result in the creation of an aesthetically offensive site open to public view? | <u>X</u> | <u> </u> |
| 19. <u>RECREATION.</u> Will the proposal result in an impact upon the quality or quantity of existing recreational opportunities? | <u>X</u> | <u> </u> |
| 20. <u>CULTURAL RESOURCES.</u> Will the proposal result in: | | |
| a. The alteration of or the destruction of a prehistoric or historic archaeological site? | <u> </u> | <u>X</u> |
| b. Adverse physical or aesthetic effects to a prehistoric or historic building, structure or object? | <u> </u> | <u>X</u> |
| c. A physical change which would affect unique ethnic cultural values? | <u> </u> | <u>X</u> |
| d. A restriction of existing religious or sacred used within the potential impact area? | <u> </u> | <u>X</u> |
| 21. <u>MANDATORY FINDINGS OF SIGNIFICANCE</u> | | |
| a. Does the project have the potential to degrade the quality of the environment, substantially reduce the habitat of a fish or wildlife species, cause a fish or wildlife population to drop below self sustaining levels, threaten to eliminate a plant or animal community, reduce the number or restrict the range of a rare or endangered plant or animal or eliminate important examples of the major periods of California history or prehistory? | <u> </u> | <u>X</u> |

- | | <u>YES</u> | <u>NO</u> |
|---|------------|----------------|
| b. Does the project have the potential to achieve a short-term, to the disadvantage of long-term, environmental goals? (A short-term impact on the environment is one which occurs in a relatively brief, definitive period of time, while a long-term impact will endure well into the future.) | _____ | _____ <u>X</u> |
| c. Does the project have impacts which are individually limited, but cumulatively considerable? (A project may impact on two or more separate resources where the impact on each resource is relatively small, but where the effect of the total of those impacts on the environment is significant.) | _____ | _____ <u>X</u> |
| d. Does the project have environmental effects which will cause substantial adverse effects on human beings, either directly or indirectly? | _____ | _____ <u>X</u> |

C. DETERMINATION (To be completed by the Lead Agency)

On the basis of this initial evaluation:

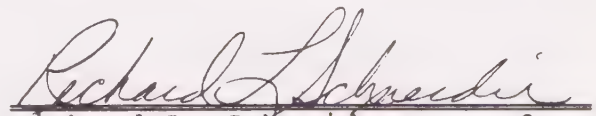
I find that the proposed project WILL NOT have a significant effect on the environment, and a NEGATIVE DECLARATION will be prepared.

I find that although the proposed project could have a significant effect on the environment, there will not be a significant effect in this case because the mitigation measures described on the attached sheet have been added to the project; therefore, a NEGATIVE DECLARATION will be prepared.

_____ X

I find the proposed project MAY have a significant effect on the environment, and an ENVIRONMENTAL IMPACT REPORT is therefore required.

Date: June 15, 1990


 Richard L. Schneider for

ANN MERIDETH,
Chief of Planning

CITY OF VALLEJO HOUSING ELEMENT
ENVIRONMENTAL CHECKLIST FORM SUPPLEMENT

INTRODUCTION

The following assessment is organized to coincide with the City's Environmental Checklist Form. All impacts marked "yes" or "maybe" on the form are discussed here in this attachment to the form.

PROJECT DESCRIPTION

The proposed Housing Element encourages the production, preservation, and rehabilitation of housing units in Vallejo. It expresses the City's target of adding 5,894 housing units between 1990 and 1995 in accordance with the Association of Bay Area Government's (ABAG) determination of housing need to be met in Vallejo. The City has already approved an estimated 1600 units which are already under construction and an additional 4,611 units which are not yet under construction. These 6,211 approvals will more than satisfy the housing goal established by ABAG of 5,894 new units to be constructed by 1995. Because these units have already been approved, either as part of North-gate, Sky Valley, or miscellaneous subdivisions throughout the City, they have already undergone some form of environmental review. The potential environmental effects of these developments have already been recognized and are or will be mitigated.

In brief, the housing units in production, as well as those approved and expected to be produced, that will help satisfy the City's goal for housing have already been assessed for their environmental implications.

Thus, it is the unapproved 2,187 units, which could be constructed on the remaining vacant land, that presumably pose the most significant environmental concerns since they have not yet undergone environmental review. These units, then, are the focus of this environmental assessment. It should be kept in mind that these units may not develop within the time frame of the Housing Element. The units which have been approved, which satisfy the housing production goal and which result in growth-related impacts of traffic congestion, public service demands, and school overcrowding, etc. are not the focus of this environmental assessment since they constitute part of the existing conditions. Nearly 90 percent of these remaining units, or 1,963 units, are projected to occur as infill. These areas are already largely urbanized, but contain individual lots or pockets of lots that are vacant. Because infill development occurs in areas largely built out, there are only limited opportunities to significantly affect the environment. The vacant "fringe" parcels include

areas around Summit Reservoir, the Northeast Quadrant (north of Columbus Parkway and east of I-80), around Somerset Reservoir, on the Bordoni site, east of Columbus Parkway, and in Lynch Canyon. Rural residential densities (2-1/2 to 5 acres per unit) are proposed for the Summit and Somerset Reservoir sites; low density residential (0.5 to 8.7 units per acre) for the Northeast Quadrant; and medium density residential (8.8 to 17.4 units per acre) for the Bordoni site. All of these fringe areas are contiguous with existing or planned residential development in Vallejo.

The proposed project encourages the production of 5,894 units, identified by ABAG as being needed in Vallejo, but does not make their construction mandatory. In other words, it is a City goal, but there may be market, social, infrastructure or environmental reasons that make it difficult for the City to achieve this target. Although this assessment identifies impacts associated with the unapproved 2,187 units and the cumulative development of the already approved units, it should be understood that the identified impacts could constrain the number of units constructed.

ENVIRONMENTAL ASSESSMENT

1. Earth (a-g)

Impacts

Infill development occurs on individual parcels or pockets of vacant parcels that are typically surrounded by development. As a result, the areas affected by infill are limited, and significant changes to geologic substructures, topography, surface relief features, erosion and sedimentation would not be expected from infill development.

The residential infill areas identified on the City's residential land inventory are designated Classes 2 through 5 areas (the vast majority in Classes 3 and 4) on the City's Geotechnical Hazards Map. Characteristics of Classes 3 and 4 include satisfactory foundation materials, expansive soils, and local foundation problems if high groundwater is present. These potential impacts are addressed by routine geotechnical investigations and standard engineering design practices. Consequently, infill development is not expected to cause significant geotechnical impacts.

In contrast, the outlying residential areas are almost exclusively Class 5 lands, characterized by moderate to highly expansive soils and landslide-prone geotechnical units. The Land Use Capability maps indicate the outlying areas lie in the following Risk Zones:

Summit Reservoir - Zone C
PG&E Properties - Zones C/D
Somerset Reservoir - Zones C/D
Bordoni Site - Zones B/C/D

Zone B is suitable for residential development; Zones C and D are provisionally suitable and require geotechnical investigations. The PG&E Properties are most susceptible to landslides and seismic hazards. Consequently, future residential development in Zones C and D may result in significant, but avoidable or mitigable, impacts.

New development, whether as infill or fringe residential parcels, would increase the number of people and the amount of property exposed to rupture and ground shaking from the Franklin and Southampton Faults.

The proposed fringe residential could also expose people and property to slope failures northeast of Columbus Parkway, north of Blue Rock Springs Park; and immediately west of St. John Mine. Without mitigation, new development around unstable slopes would be a significant adverse effect.

Mitigation

The City's General Plan and adopted codes and procedures contain policies and standards aimed at mitigating geologic and soil-related hazards. These measures effectively minimize these impacts to less than significant, except for major quakes, the effects of which would be damaging and unavoidable. Key policy/mitigation measures of the Plan include:

- All new development should be evaluated for potential seismic hazards using Geotechnical Hazards map as a guide for determining the need for additional geologic investigation.
- At the discretion of the City Engineer or Building official, all development within the Franklin and Southampton Faults zones may be required to comply with State requirements for evaluation of fault rupture hazard.
- Adoption and use of the Uniform Building Code.
- Special engineering studies should be considered in areas of known slope instability, or development should avoid known unstable slopes where engineering design cannot ensure a safe living condition.
- Special foundation design may be required for new development underlain by bay mud.

In addition to the above policies, the City's Zoning Ordinance establishes a Geotechnical Hazards District, applicable to all development in Risk Zones B, C and D. All applications to develop land in these zones require a soil and geologic report prepared by a registered soils engineer and a registered geologist certified in engineering geology.

2. Air (a)

Impacts

The goal of constructing and occupying of 5,894 more dwelling units in Vallejo over the next five years would generate stationary source air emissions. Based on emission factors from the Bay Area Air Quality Management District (BAAQMD), the following residential emissions are anticipated.

<u>Pollutant</u>	<u>Project Emissions Unapproved Development (tons/day)</u>	<u>Project Emissions ABAG Goal (Approved) (tons/day)</u>	<u>Regional Emissions (tons/day)</u>
Total Particulates	0.008	0.022	31
Total Organics	0.137	0.369	32
Nitrogen Oxides	0.025	0.067	30
Sulfur Dioxide	0.002	0.004	19
Carbon Monoxide	0.072	0.193	115

Source: BAAQMD; ERCE

The BAAQMD considers a project to have a significant effect if project-related emissions result in violation of ambient air quality standards or total more than one percent of a County's most recent emissions inventory. The emissions identified above are all less than one percent of Solano County's emissions (shown as "Regional Emissions").

Traffic-related emissions, assuming 10 trips per dwelling unit, can be generally estimated using light-duty vehicle trip end emission factors from EMFAC 7. Emissions for total organics, nitrogen oxides, and carbon monoxide from mobile sources associated with the 2,187 unapproved units and the ABAG recently approved dwelling units are within acceptable limits. Emissions factors for sulfur dioxide and particulates are not available. In no case do the total emissions exceed the District's 1 percent standard. Consequently, the proposed Housing Element and its target for housing production over the next five years would not result in a significant adverse air quality impact.

Mitigation

Since no significant air quality impacts are anticipated, mitigation measures are not necessary. However, it is expected that the City will conform with emission reduction strategies in the BAAQMD's Plan. Moreover, traffic mitigation measures aimed at alleviating congestion will further help reduce air emissions.

3. Water (b, c, i)

Impacts

Infill sites occur within already developed areas. As such, their development involves little ground alteration and thus has minimal effect on drainage or runoff characteristics of an area. Sites along the western boundary of Vallejo would, however, expose greater numbers of structures and people to flood hazards. A major portion of the western boundary consists of low-lying mud flats and marshes adjacent to the Napa River, and although much of this area have been filled or diked, it is still subject to seasonal flooding and inundation resulting from levee failure. Portions of the infill development areas lie within the designated 100-year floodplain.

Runoff is a function of land cover, slope, rainfall intensity, and the area being evaluated. Residential development of undeveloped slopes around the Summit and Somerset Reservoirs, on the PG&E Properties, and on the Bordoni site could contribute significantly to stormwater runoff, assuming development transforms the undeveloped areas to predominantly impervious surfaces. These surfaces prevent rainfall that would otherwise infiltrate into the ground. Instead, rainfall collects and then runs over the surfaces as sheet flow. These types of changes in absorption and runoff rates for the Summit and Somerset Reservoir sites and for the PG&E Properties are not expected to be significant because the permissible density and lot coverage on the fringe sites is extremely low. Rural residential densities range from one homesite for every 2-1/2 to 5 acres, resulting in a very small percentage of each parcel being covered with impervious surface (7.5 percent, according to the Rural Residential site development standards of the Zoning Ordinance).

The fringe sites that are expected to be developed more intensely (the Bordoni site) were recognized in the Vallejo Sanitation and Flood Control District's Storm Drainage Master Plan, so that their contributions to stormwater runoff have been recognized and drainage requirements have already been analyzed.

The only portions of the future development areas that lie within the 100-year floodplain and that could possibly affect flow of flood waters are in the infill areas. Because these are isolated

pockets of vacant land surrounded by developed areas, they would not change the flow of flood waters.

Mitigation

To minimize the potential impacts from floods, the following measures are already in place in Vallejo and would continue to effectively mitigate flood hazards to less-than-significant:

- require strict compliance with the City's Flood Damage Protection Ordinance; evaluate all new development to determine how peak runoff can be delayed;
- retain major drainage swales; and
- design new development to take advantage of the existing drainage pattern unless revisions to the topography result in a better development plan.

In addition, the City's Zoning Ordinance defines a Flood Hazard District, within which all development must comply with the Flood Damage Protection Ordinance.

Additional mitigation measures already in effect for drainage impacts are discussed later under "16. Utilities."

4, 5. Plant and Animal Life (a, b, c, d)

Impacts

Infill units would not adversely affect plant or animal species nor agricultural cultivation since they would occur in urbanized areas where indigenous species have already been disrupted. However, construction of the targeted housing units in the fringe areas poses the potential to disrupt biological species by:

- introducing new species (ornamental horticulture and domesticated pets, for example);
- depending on location, eliminating habitat, thereby reducing or stressing the number and/or diversity of species; and
- depending on location, disrupting or stressing unique, rare or endangered species.

The impacts are not expected to be significant though, because the four potentially developable fringe areas do not encroach upon the significant wildlife habitat areas mapped in the City's Open Space and Resource Conservation Element (1976).

Development of the fringe areas would not affect lands in agricultural production, except on the Bordoni site where cattle grazing currently occurs.

Mitigation

Potential biological impacts from urban development are recognized in the General Plan (p.62-64) and the following mitigation measures are identified: cluster units to maintain more open space in a natural state; use native vegetation in landscaping plans for disturbed areas; designate areas valuable for scientific study as open space; protect valuable or unique fish and wildlife habitats through coastline development control.

In addition, the City requires EIRs wherever projects represent potential impacts to unique, rare or endangered species.

6. Noise (a, b)

Impacts

New homes will be exposed to noise exceeding the City's established threshold of 60 dBA from vehicular traffic along major thoroughfares in the City, including I-80, Columbus Parkway, and Chabot Road. The City's existing noise expose maps from the Noise Element of the General Plan show that virtually all of the infill sites would experience noise levels exceeding L10 60 dBA, the threshold for maximum acceptable daytime noise levels.

General Plan requires new development in areas with unacceptable noise levels to incorporate special construction techniques.

Mitigation

The City's General Plan contains policies aimed at minimizing significant adverse noise effects. These same policies would apply to the new housing promoted by the Housing Element:

- limit noise from construction and maintenance equipment;
- maintain maximum L10 dBA interior and exterior noise levels for new construction; and
- enhance smooth traffic flow.

7. Light and Glare

Impacts

New housing construction will create new light sources. Within the developed areas, new housing would be similar in size, scale, and bulk to surrounding units. There is no reason to believe they would use lighting different than their neighbors or to assume these new light sources would generate sufficient intensity to dominate existing illumination. In the fringe areas, new residential development would also be contiguous with existing and proposed residential development, but has a potential to be much more discernible since their lights would be up in the hills. The intensity of the lights could be bright enough to attract attention, but again there is no reason to assume they would be at intensities greater than those typically associated with adjacent housing.

Mitigation

Since no significant light and glare impacts are expected, no mitigation measures are required.

8. Land Use

Impacts

Infill development would occur in a manner consistent with existing General Plan policies and zoning regulations. Similarly, residential development on the Bordoni site is already planned and shown on the City's land use map. However, the other fringe areas of Summit and Somerset Reservoirs and the PG&E Properties are shown as conservation areas on the General Plan. Residential development of these areas would be consistent with the Land Use Element only if they were developed as rural residential at densities of 2 1/2 to 5 acres per home. Assuming that future housing development is within this density range, there would not be a substantial alteration of the planned uses of the areas. Proposals for more intense development would require a General Plan Amendment, rezone, and their own site-specific environmental documents.

Mitigation

Since no significant land use impacts are anticipated, no mitigation measures are necessary.

9. Natural Resources (a, b)

Impacts

In comparing the fringe development areas with the Open Space and Recreation Element maps and the Land Use map, housing encouraged by the proposed Housing Element would not affect sensitive plant and animal habitats nor encroach or interfere with significant mineral resources. There is, however, a potential loss of prime agricultural lands around the Summit and Somerset Reservoirs and within portions of the Northeast Quadrant, and a loss of cattle grazing land on the Bordoni site. Construction of the homes and the infrastructure required to serve the residential development will require the use of fossil fuels, wood, natural gas and other nonrenewable resources.

Mitigation

The following policies in the General Plan are intended to guide development so that it minimizes its demand for natural resources.

To protect valuable biological communities:

- cluster units so that more open space areas are left in a natural state;
- landscape parks, water tank sites, and creek channels with vegetation associated with the area to replace destroyed habitat area;
- designate areas valuable for scientific study as open space land use;
- protect valuable fish and wildlife habitats through control of coastline development, upgrading of effluent levels and requiring use permits for all development along the critical areas of the Napa Marshlands; and
- recognize areas valuable for marine life production and work with the relevant agencies in insuring the protection of these areas from incompatible uses.

To preserve designated mineral deposits of regional and statewide importance within Vallejo's adopted Sphere of Influence:

- show the boundary of the designated sector for the Lake Herman Quarry (one of the largest volumes in the north San Francisco Bay Region) on all maps and development plans that include the area within a minimum of one mile of the sector boundary;

- discourage the development of incompatible land uses in and within one-half mile of the designated mineral resource area including low, medium and high density residential uses among others;
- encourage the development of compatible land uses in and within one-half mile of the resource area, including rural residential among other uses; and
- a "mineral conservation" overlay zoning district and ordinance and reclamation plan should be implemented by the City if the designated mineral resource area is annexed to the City of Vallejo.

Regarding conservation of finite energy resources, see "16. Public Utilities" later in this assessment.

10. Risk of Upset (a)

Impacts

Construction and occupation of residential homes is not expected to involve or cause a significant increased risk of explosion or the release of hazardous substances, or to interfere with an emergency response and evacuation plan. Residential uses tend to house only small amounts of hazardous wastes such as motor oils, solvents, pesticides, etc. Careless handling or storage of these hazardous materials **can** cause accidental explosions or fires; however, the small amounts of chemicals limit the possibility of a catastrophic event.

Mitigation

Since the proposed Housing Element would not increase significantly the risk of upset, no mitigation measures are required.

11. Population

Impacts

The potential to accommodate up to 2,187 units of new housing would result in a change to the existing location and distribution of population. Existing population density within the City's Sphere of Influence is about 6,350 persons/square mile. The projected 2,187 units without development approvals (5,686 persons at 2.6 persons per household) would occupy about 2.2 square miles, resulting in a density of 2,600 persons/square mile. This density is considerably less than the existing density and would have the effect of reducing the City's overall density. In addition, it would increase the proportion of the City's population on the east side. Nevertheless, the new

construction would be consistent with the land use policies (location and density) of the General Plan. As the long range program for physical development of the community, the General Plan establishes public policy for location and density of future residential uses. Since the proposed Housing Element does not recommend deviation or conflict with the land use plan, the project would be consistent with public policy and would not constitute a significant impact to population.

Mitigation

Since the proposed Housing Element would not significantly alter population concentrations or distribution, no mitigation measures are required.

12. Housing

Impacts

The whole purpose of the Housing Element is to affect housing. In particular, the principal goals are to produce new housing to meet demands at all income levels, to preserve existing housing stock, and to rehabilitate housing stock in poor physical condition. In developing the objectives, policies, and programs to carry out these goals, the Housing Element has a largely beneficial effect on existing housing. These effects include:

- encouraging housing for special needs;
- encouraging rehabilitation over demolition;
- reviewing design of new housing to prevent impacts on adjacent land uses and to assuring land use compatibility;
- discouraging monotonous, homogeneous sprawl; and
- regulating changes to exteriors of historic district structures.

One proposed policy and one objective may, however, create adverse effects:

- provide density bonuses for elderly, disabled, and homeless (Policy 2 under Goal B); and
- convert vacant in-fill land and surplus vacant nonresidential properties to housing where feasible (Objective 5 under Goal C).

Density bonuses are desirable means to achieve some housing objectives. Policy 2 under Goal B permits density bonuses

provided that they do not exceed the maximum density permitted by the applicable general plan designation. Consequently, it is expected that sites receiving the density bonus would not vary too significantly from adjacent densities. Nevertheless, there may be occasions where the bonus, which could reach 25 percent as permitted by State law, would change the character and physical appearance of a neighborhood. These changes may not be adverse, but they represent a change in the land use characteristics of an area.

With respect to Objective 5 the Housing Element calls for conversion of vacant and surplus nonresidential properties to residential lands where feasible. This concept needs to be carefully qualified for it could result in serious loss of commercial space. Moreover, the encroachment of residential uses further into business districts could create increased land use conflicts. New residents in former commercial office zones may be concerned with the commercial traffic, advertising and lights, and parking competition, which are commonplace for commercial areas but less so for residential neighborhoods. The housing program implementing this policy attempts to recognize these potential impacts in that it requires the City to establish criteria to determine appropriate sites for conversion.

Mitigation

To avoid the impacts potentially created by the density bonus program, the City should continue to review density bonus applications in terms of their compatibility with surrounding land uses and densities, and to identify changes in design if incompatibilities are identified.

To avoid potential impacts from premature conversion of non-residential areas to residential areas, the City's Continuing Housing Program #2 recommends the City establish criteria to identify uses that are appropriate for conversion.

13. Transportation/Circulation

Major thoroughfares through Vallejo include but are not limited to I-80, State Route 29, Solano Avenue, Columbus Parkway, Springs Road, State Route 37, and Tennessee Street. While Tennessee Street, Solano Avenue and Springs Road would provide traffic access to proposed infill areas, proposed fringe development would most likely be served by Columbus Parkway and Springs Road. Vallejo Transit Lines (VTL) provides local transit service in Vallejo, and Greyhound and Trailways Bus Lines provide regional services to San Francisco and more distant destinations. A citywide traffic model is currently being prepared by the City's

Department of Public Works, which will be able to project future traffic conditions based on anticipated development in the City.

Impacts

(a, f). New residential units in Vallejo would result in the generation of 21,870 vehicular trips daily on lands currently without development approvals and at most 58,940 more vehicular trips daily on lands associated with accommodating the 1990-1995 housing target. (Note: These units and the trips generated by them have already been approved.) Depending on the assignment and distribution of these trips, existing traffic conditions, vehicle mix, speeds, and sight lines, these trips could result in an increase in traffic hazards to motor vehicles, bicyclists and pedestrians.

(b). Assuming residents of the new units work in the City's commercial area, residential development could have an effect on existing parking facilities or demand for new facilities; however, the effect is expected to be slight since most travel to work at locations other than Vallejo.

(c). Residential development would bring more people to infill and fringe areas in Vallejo, potentially requiring VTL to modify and/or expand public transportation services. Vallejo's General Plan has already identified the need for VTL to modify bus routes to serve development in north Vallejo, and to create a new bus route to serve the area north of Tennessee Street, and another to serve development south of I-780.

(d). Motor traffic associated with new development could result in alterations to the present patterns of circulation or movement of people and/or goods by adding volumes and potentially degrading levels of service along roads and at intersections.

Mitigation

The City of Vallejo's General Plan provides policies for the maintenance of an effective, convenient and safe circulation system. The General Plan includes policies on pollution reduction, transit, street and highway system, traffic safety, parking, and non-motorized transportation to help coordinate new development and growth with the circulation system. Changes to the existing circulation/transportation system associated with new development should occur in accordance with stated General Plan policies.

In addition to mitigation offered through policies of the City's General Plan, a citywide traffic model is currently being prepared by the City's Public Works Department which will identify impacts and mitigation for the circulation system. This model will identify impacts to the circulation system which are associ-

ated with planned development in Vallejo. It will also help identify measures to help lessen effects anticipated by new development (Aksu, 1990). Such measures may include road improvements, additional lanes and signals, roadway expansion, and improvements to public transit services. All measures identified in the City traffic model should be completed as necessary in conjunction with construction of residential units in Vallejo.

14. Public Services

a. Fire Protection

Impacts

Neither the construction of 5,894 units under the proposed housing goal for the City for 1990 to 1995, nor the potential 2,187 units on lands currently without development approvals would impose significant impacts on Vallejo Fire Department's ability to provide fire protection services (Keener, 1990). Three new stations are planned to meet the service needs of increased development in Vallejo, one in Sky Valley, another around the PG&E Properties, and the third in Glen Cove. Currently, Vallejo Fire Department has 101 firefighters and six stations which adequately serves existing development and would serve future infill development. A minimum of 25 firefighters are on duty at each station, and the standard response time is under three minutes. There are six engine companies, one truck company with a rescue rig, and one hazardous materials response vehicle. The Fire Department currently meets the three minute response time standard, has adequate fire flow, equipment and manpower. With the two planned stations, fire protection service will be adequate for proposed development in Vallejo (Keener, 1990).

Mitigation

Given the proposed improvements to the City's Fire Department and the addition of more fire stations, the housing units promoted by the proposed Housing Element are not expected to adversely affect fire protection services in the City. Consequently, no mitigation measures are required.

b. Police Protection

Impacts

The City operates 11 patrol beats, with 132 sworn officers and about 190 to 200 civilian staff. The City seeks to maintain a level of staffing of 1.2 to 1.5 officers/1,000 residents, which is currently satisfied. To supplement regular patrols, the City is opening a substation in the northern portion of the City and

promotes an active Neighborhood Watch program. If no new sworn officers were hired over the next five years, and all of the approved projects are constructed, the number of officers/1,000 residents would decline to 1.1, a reduction of 8 percent in current staff levels. The projected units to meet the five year housing goal (which have already been approved) would generate a demand for 18 to 23 new officers. The 2,187 units on lands without development approvals would trigger a demand for 7 additional officers.

Mitigation

The Department will continue to aggressively recruit new officers and seek the necessary budget in order to maintain Vallejo's standards of law enforcement. The ability to reorganize the patrol beats and to influence the design of new projects for security will help improve the effectiveness and efficiency of the existing force.

c. Schools

Impacts

The Vallejo Unified School District has 16 elementary schools, each with a capacity of 600 students or 750 on a 45-15 year-round schedule; four junior high schools, each with a capacity of 1,000 students or 1,250 students on a 45-15 year-round schedules, and two high schools, each with a capacity of 1,600 students. In addition, one elementary school is under construction. All schools are presently operating at capacity. Several schools have been closed to enrollment due to overcrowding and about 40 leased portable structures are also in use to alleviate overcrowding in classrooms (Coop, 1990). Because the school district is presently operating at capacity, any additional development with students will have a significant effect on the school system. The School District has modified attendance boundaries, capped enrollment in some schools, placed some schools on year round operation, converted support facilities such as libraries and lunchrooms into classroom space, and is using private and State emergency portables to try and meet the current classroom needs. The current overcrowded condition significantly affects the quality of education that the students receive. Although the new development includes construction of new schools to serve new large-scale developments, much of the proposed development is planned as infill, and students in infill areas may not be able to enroll in the new schools located elsewhere. The goal of this element is to produce 5,894 units over the next five years. If these units are developed as single family homes they would generate 2,299 students attending K-6, 884 students in grades 7 through 9, and 825 students in high school. The increase in student population is already anticipated, since it results from units already approved. The development of 2,187 potential units

without any approvals would generate 853 students attending K-6; 328 students in grades 7 through 9; and 306 students in high school. This growth will also require additional support facilities such as special services, administrative offices, warehouses, maintenance, operations, transportation and central kitchen (City of Vallejo, January 1990).

Mitigation

The Draft Educational Element of the Vallejo General Plan (January 1990) provides measures to help meet educational service and facility needs. Measures identified fall into three categories: securing land for school sites, alleviating overcrowding, and financing school improvements.

To find land:

- the City should continue to assist the District in designating, reserving and acquiring appropriate sites for new schools and support facilities to accommodate new growth; and
- the City should consider school site criteria as established by State Policy and State Department of Education, including safety, location, environment, soils, size and shape of site, topography, accessibility, utilities and availability of public services.

The following innovative measures currently being used by the Vallejo City Unified School District to alleviate overcrowding should continue in the future until such time as permanent facilities, which create a more positive learning environment, can be constructed.

- year-round schedules in elementary schools;
- double-sessioned kindergartens;
- the use of portable classrooms;
- the conversion of existing facilities such as cafeterias and libraries to classroom space;
- closed enrollments at the most severely overcrowded schools; and

To provide funding for improved and expanded school facilities, several approaches are available:

- The District should continue to levy fees on developers at the current rate of \$1.56 per square foot of residential

development and \$0.26 per square foot of new commercial development, as permitted by State law. The District must, however, seek additional funding in order to pay for the needed actions.

- The District could require new development to pay the full cost of new facilities as:
 - a) dedication of schools sites;
 - b) construction of turnkey school facilities (such as Glen Cove and Wardlaw);
 - c) formation of redevelopment project area; and/or
 - d) participation in a Mello-Roos Community Facilities District.
- The District could consider a community-wide efforts to provide school facilities, including:
 - a) City-wide Mello-Roos Community Facilities District;
 - b) City-wide general obligation bonds; and/or
 - c) City-wide special purposes taxes.
- The District should investigate other financing alternatives, such as privately financed loans and the District issuing certificates of participation; and
- The District would probably need to use a combination of all of the above funding options.

The Education Element also identifies goals and policies for implementation, and recommends the City consider the impact of new residential development on existing and future educational services and facilities. This element also requires the developer to obtain written certification from the School District that the developer has mitigated the school-related impacts of the project satisfactory to the District prior to issuance of Building Permits.

Accordingly, new residential development will be required to pay developer fees in addition to other costs or measures as determined by the District and the City. Impacts to the school system could, therefore, be largely mitigated. There may still be residual overcrowding effects, since many of the proposed financing mitigation measures rely on voter approval and there is no assurance that they will be enacted.

d. Parks/Other Recreational Facilities

Impacts

Standards are used by the Greater Vallejo Recreation District to insure that neighborhood parks, community parks, and regional parks are distributed throughout the City in adequate numbers and size to meet the recreational needs of the City. The housing proposed in the Housing Element would result in the need for additional park land. New parks would be required at the rate of 4.25 acres per 1,000 people for neighborhood parks or 5 acres per 1,000 people for community parks.

At these rates, the cumulative impact of producing the 5,894 units encouraged by the Housing Element would require 65.1 acres of neighborhood parks or 76.5 acres of community parks. Since these approved units occurred as subdivisions and major planned developments, the necessary recreational facilities were required as a condition of approval. The 2,187, as yet unapproved units, will generate a demand for 5.7 acres of neighborhood parks. Because many of these units will not occur as subdivisions, but as individual infill parcels, the City will not be able to require these units to dedicate park and recreational facilities. Moreover the proposed infill development is not concentrated enough and would not generate a large enough population within the desired service area of a park to trigger the development of a new recreational facility. Instead, infill development would impose additional demand on existing City recreational facilities. Rather than dedicating land for parks as a condition of development, infill developers could be assessed a fee for parkland development. Residential development in the fringe, however, would add sufficient concentrations of people in close proximity to require the dedication of park acres according to City standards.

Mitigation

Parks should be developed according to City standards for neighborhood, community, and regional parks. The City has the option of collecting fees in-lieu of land dedication from subdivisions too small to require their own neighborhood park. This would allow improvements to existing parks or acquisition of new park land.

e.,f. Other Public Facilities and Governmental Services

Impacts

The increase in population associated with the targeted housing units would increase the demand for various other public services and facilities. Impacts on these services are expected to be addressed in the City's budget and capital improvement programs.

For example, increased population will affect the demand for library services. The ability to improve existing facilities, build new ones, or provide new services will depend on the availability of City revenues. Deterioration in the level of service of these public facilities and services would be adverse and would lessen the quality of life in Vallejo but are not expected to create significant environmental impacts.

Mitigation

Increased demand on public services and facilities will need to consider the various financing strategies identified under "Schools." With ever greater competition for limited funds, the City should consider opportunities to expand the local tax base, a citywide Mello Roos Community Facilities District, locally-issued bonds, special taxes, AB 1600 development fees, and/or possibly privatization of certain services currently provided by the City.

15. Energy (a, b)

Impacts

The development envisioned by the proposed Housing Element would require gas and electricity and may involve the expansion of transmission systems to serve additional needs, but it would not require the development of new sources of energy. Furthermore, it is not expected that inordinate amounts of fuel or energy will be required since the new construction would need to comply with State energy conservation standards. See additional discussion in "16. Public Utilities" below.

Mitigation

To help reduce the City's dependence on non-renewable energy sources, the City's General Plan contains the following policies:

- support energy efficient modes of transportation through land use planning, improved pedestrian and bicycle access, and more compact site planning;
- encourage wind and solar energy development;
- pursue development of cogeneration, hydroelectric, and wind generation facilities; and
- housing units should be sited to take advantage of solar heating techniques, and energy and water conservation features should be encouraged.

16. Public Utilities

a. Power and Gas

Impacts

The Pacific Gas and Electric Company (PG&E) currently provides gas and electrical energy to Vallejo. New development proposed by Vallejo's Housing Element will occur as projects in Sky Valley, Northgate, other subdivisions throughout the City, and infill PG&E is planning to serve the Sky Valley and Northgate developments with gas and electricity (Stone, 1990) and has indicated that providing infill development with service would pose no gas or electric capacity or system problems (Johnson, 1990).

Proposed fringe residential development could also be serviced by PG&E. If they are deemed "uneconomical extensions" by PG&E wherein, the cost of serving customers is more than the revenue generated (Stone, 1990), PG&E would expand its existing gas and electric system to provide service for the area, but the cost to do so would be absorbed by the developer.

Mitigation

Because no significant adverse effects are anticipated in the delivery of gas and electricity, no mitigation measures are required.

b. Communications

Impacts

The targeted increase in housing of 5,894 units over the next five years will increase the demand on telephone lines and services. Local service currently provided by Pacific Bell, will need to be expanded but can be accommodated according to Pacific Bell (King, 1990).

Mitigation

No mitigation measures are required, since the proposed Housing Element is not expected to cause significant adverse communications impacts.

c. Water Supply

Impacts

Vallejo's water supply system is derived from four different sources: Cache Slough, Monticello Reservoir, Lake Curry Dam, and Green Valley Diversion Dam. In addition, the City has contracted

with the State for 5 million gallons per day (mgd) of State Water Project water. The combined annual capacity from these sources is 42.0 mgd. Water is then distributed to the City via five pump stations, four water treatment plants, and 77 miles of transmission mains. According to the Water System Master Plan (1985), the existing water system provides a high level of service and meets most established criteria in terms of supply, transmission, distribution and storage. Supply and production are adequate for current maximum day demands, however, some pumping stations are not capable of providing maximum day demand for their zones, and some zones show defects in storage.

Vallejo's proposed Housing Element envisions the addition of 5,894 new dwelling units by 1995 as infill and fringe residential development. Future demand associated with this new development would be 4.78 mgd, assuming the average day demand from the Water Master Plan of 0.563 gallons per minute per unit. This level of development has already been approved and so, concurrently, has the water demand. The additional demand associated with the 2,187 unapproved units totals 1.77 mgd. The Water System Master Plan anticipates new development and projects that the existing water supply sources are adequate to meet projected average daily demands, including the residential units promoted by the proposed Housing Element. Maximum day demands would also be met with good probability by the available resources.

Mitigation

Because the Master Plan accounts for new development in Vallejo and has proposed measures to ensure water supply to all areas, no significant impacts to the system are seen to result from the proposed Housing Element. The recommendations set forth in the Water Master Plan would serve to mitigate difficulties in supplying water for new development. The addition, extension or replacement of pipelines (8 inch to 39 inch) would be the responsibility of both the city and the developer. The same also applies to any improvements to approximately 7 pump stations and 10 reservoirs. The expansion of the Fleming Hill Water Treatment Plant, the installation of flow meters at pump stations, and the creation of new zones for expanded service to currently unzoned areas proposed for development are other improvements identified by the Master Plan that are needed to serve future water needs. These measures would be undertaken by the City and/or by the developer.

f. Wastewater

Impacts

The proposed development could have a significant effect on Vallejo's wastewater treatment plant. The design capacity of the plant is 12.5 million gallons a day (mgd) of wastewater during

average dry weather flow (ADWF). Average dry weather flow for 1989 was 11.2 mgd, leaving 1.3 mgd in available capacity at the plant which is expected to last between 1 and 2 years (Matheson, 1990). The cumulative development of 5, 894 units over the next five years to satisfy the housing goal, would result in approximately 15,324 people, generating 1,685,640 gallons (1.69 mgd) of wastewater. This consumes more than the remaining capacity at the wastewater treatment plant. The unapproved development of 2,187 units, which would result in approximately 5,686 people, is projected to each generate 110 gpd of wastewater. A total of 625,460 gallons would be generated by the unapproved residential development. In order to accommodate the increased wastewater flows from residential and nonresidential development in Vallejo over the next five years, capacity at the plant would need to be expanded.

Mitigation

Given the constraints posed by the wastewater treatment plant capacity, the Vallejo Sanitation and Flood Control District is planning to reevaluate the plant's capacity in the coming year. Although the District's consulting engineers have indicated that the plant could handle 15 to 16 mgd without much difficulty, the capacity of the plant must be rated by the Regional Water Quality Control Board (Matheson, 1990). Upon completion of the capacity evaluation and review by the Regional Water Quality Control Board, the plant may be able to accommodate the projected development over the next five years without any capacity constraints. This determination would be made over the next year or so, which means the plant's capacity will be established before the currently defined capacity is exhausted. Assuming that this occurs, there would be no mitigation requirements for treatment plant improvements.

On the other hand, if the capacity evaluation reveals that the plant's capacity is truly 12.5 mgd or close to it, the District will be required to consider some serious actions, probably involving rationing of the remaining capacity until additional capacity becomes available. This would curtail the number of annual hook-ups permitted to the sewer system and could constrain the number of residential units built. As is the case with the School District, the developer is required to obtain capacity clearance from the VSFCB prior to issuance of building permits; therefore, even though the City has approved the project, actual construction may have to be delayed until district facilities have been upgraded to meet the anticipated demands of the project.

e. Storm Drainage

Impacts

The Vallejo Sanitation and Flood Control District released its Storm Drainage Master Plan in September 1987. The recommended improvements in the adopted Plan to correct existing deficiencies and to accommodate future growth total over \$52 million.

Of the large, vacant residential development potential, the majority occurs in the following watersheds: Walsh Creek, Lake Chabot, Solano Avenue, and Columbus Parkway. The Storm Drainage Master Plan anticipates urban development in all of these subareas and proposes a phased set of improvements intended to serve development in these areas. Only the Columbus Parkway improvements are proposed over the next five years.

Residential development in infill areas will contribute little to stormwater runoff volumes. The surrounding areas are virtually built out, so that the incremental impervious surface associated with new development will generate an inconsequential increase in runoff.

Mitigation

All development must pay connection fees to the storm drain system which are targeted for capital improvements. If the development either:

- contributes flows to a system where the capacity requirements under ultimate development exceeds the capacity of the existing facility by 100 percent; or
- increases flows to offsite facilities that exceeds their capacity by 10 percent or more,

then fees must also be paid to help finance off-site improvements (Ordinance 89-62, Resolution 4138). The combination of the Storm Drainage Master Plan and Ordinance 89-62 effectively serves to anticipate and correct drainage impacts from future development.

f. Solid Waste

Impacts

According to the Solano County Solid Waste Management Plan, each individual generates about 5.7 pounds of solid waste per day. The 2,187 unapproved dwelling units programmed in the Housing Element would house 5,686 persons. The solid waste generated by these individuals would total 16.2 tons per day. The cumulative

impacts of 5,894 units needed to meet the five year housing goal would be 43.7 tons per day.

Solid waste in Vallejo is collected by Vallejo Garbage Service and disposed of at the American Canyon Landfill in southern Napa County. This landfill is projected for closure by the summer of 1995, assuming present disposal rates (Hunter, 1990). As a replacement to American Canyon, Napa County is currently reviewing a General Plan Amendment and use permit for a landfill site near American Canyon. For the 1990 to 1995 period covering this proposed Housing Element, no significant adverse effects are projected for the solid waste collection and disposal system.

The conditions for the operation of the new landfill have not yet been defined but they will include whose wastes will be accepted. Southern Napa County, Vallejo, and Mare Island currently use American Canyon; it is uncertain at this time whether all of these jurisdictions will be able to use the new landfill. Consequently, beyond 1995, Vallejo may need to identify alternate locations for solid waste disposal.

Mitigation

Over the next five years, there will be no problem disposing the City's solid waste at the existing American Canyon landfill. Accordingly, mitigation measures are not required. However, given the present uncertainty about the conditions for the new sanitary landfill, the City should actively support negotiations with Napa County to continue disposal of Vallejo wastes in Napa County or to seek alternatives for solid waste disposal.

17. Human Health

Impacts

The proposed residential development would result in the creation of health hazards if it used, stored, or generated substantial amounts of hazardous materials/wastes, or if it exposed people to contaminated soils, hazardous material storage tanks (which have potential to leak), industries using or storing hazardous materials or emitting hazardous vapors, or overhead transmission lines with voltage greater than 500KV.

Residential development typically houses small amounts of hazardous materials, such as paints, oils, pesticides, etc. However, the amounts are not large enough to cause a significant health concern.

Development occurring as infill is not expected to expose people to health hazards, as surrounding uses are already residential and do not involve the use or storage of significant amounts of

hazardous materials. Property audits conducted as part of real estate transfers will disclose if the sites are contaminated and will require remediation prior to their sale and development for future residential uses.

Similarly, fringe residential development may be contaminated from past agricultural activities that involved the use of pesticides and herbicides. Again, state and federal laws exist to safeguard the sale and/or development of known contaminated sites. Adjacent land uses are residential or open space, which would not pose increased public health risks for the new residents.

Development in the vicinity of transmission lines should incorporate adequate setbacks from the corridor right-of-way to minimize potential health and noise effects and to avoid hazards associated with fallen lines.

Mitigation

Real estate transfers are governed by a number of regulations related to hazardous waste contamination and clean-up. These regulations and procedures provide safeguards to minimize public exposure to undue health risks. To minimize health risks to future residential development adjacent to high voltage transmission lines, the City shall require adequate setbacks as part of its routine site development plan review.

18. Aesthetics

Impacts

The potential residential development areas lie in two areas of Vallejo with differing visual characteristics. Infill development will occur in developed portions of the City and will comply with the Vallejo Zoning Ordinance which defines site development standards applicable to all future development occurring in Vallejo. The future infill homes will be regulated by the same height, bulk, and setback requirements as the adjacent residential development. Consequently, it is not expected that the new homes will be visually incompatible with the existing development.

One of the possible visual impacts of the Housing Element is the proposal to provide density bonuses to encourage development of housing for special need groups. State law permits density bonuses of up to 25 percent which means that structures receiving these bonuses may be of a greater scale and certainly of a greater density than adjacent structures. The degree of visual conflict depends largely on how these units are designed. If

they provide adequate setbacks, incorporate landscaping, protect the privacy of adjacent homes, and preserve existing sunlight, the aesthetic impacts may be minimal. Standard development review by the City should be adequate to avoid significant adverse visual impacts.

Residential development in the fringe areas would occur on hillsides and could potentially affect views and landforms. In addition, such development would change the character of the area by converting undeveloped open space to urban development. For the most part, these fringe areas are contiguous with existing urban development so that they would not appear as isolated examples of leapfrog development. Moreover, the zoning ordinance establishes standards to ensure compatibility of this development with adjacent land uses.

Mitigation

The Vallejo General Plan maintains a goal to preserve the natural character of the hillsides for the enjoyment of all. In addition, policies, regarding visual amenities for development include (but are not restricted to):

- development in hilly areas should be designed to capture views, and the development in turn should be pleasing to the observer from a distance;
- retain areas for visual amenities through development controls to protect the ridgeline and provide for site and design review of all development proposals; and
- building heights shall not exceed 35 feet.

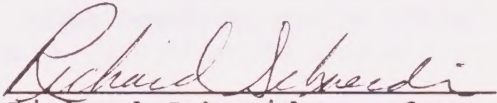
21. Mandatory Findings of Significance (c)

The proposed residential development would, in conjunction with other anticipated development, contribute to a reduction in the levels of service along key roads and at key intersections. The citywide traffic model will soon be operational, allowing the City to better define both onsite and offsite mitigation measures that will be required of developers. The City could also consider a traffic impact fee to help finance these measures.

The proposed residential development to meet the five year goal of the Housing Element (which has already been approved) will exacerbate overcrowded conditions in the Vallejo City Unified School District. The District is aware of these conditions and is working with developers to provide new schools, is examining ways to expand classroom space, and is exploring other financing mechanisms to provide school facilities. The development of

residential units in accordance with the Housing Element would not individually generate wastewater flows that would overtax the capacity of the wastewater treatment plant. However, in conjunction with the anticipated nonresidential development, the future flows will either reach or exceed the current design capacity of the facility. The Vallejo Sanitation and Flood Control District is aware of this constraint and is currently proposing to reevaluate the plant's capacity.

The proposed residential development in the fringe areas would cumulatively reduce the amount of open space within the Vallejo Sphere of Influence; however, some of these areas are already planned for urban development according to the General Plan Land Use map.


Richard Schneider for:

ANN MERIDETH,
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U.C. BERKELEY LIBRARIES



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